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FIRST ANNUAL REPORT

OF THE

CHIEF OF THE BUREAU OF STATISTICS OF LABOR

ON THE

STATE FREE EMPLOYMENT OFFICES

FOR THE

Fiscal Year Ending November 30, 1907.

FIRST ANNUAL REPORT ON THE STATE FREE EMPLOYMENT OFFICES.

BUREAU OF STATISTICS OF LABOR,
STATE HOUSE, January 1, 1908.

The Legislature of 1906 passed an Act (Chapter 435) "to provide for the establishment and maintenance of free employment offices in certain cities." The text of this Act is as follows:

SECTION 1. There shall be established and maintained, under the care and direction of the chief of the bureau of statistics of labor, in such cities as may be selected after proper investigation by said bureau, and with the approval of the governor and council, offices for the purpose of bringing together those who seek employment and those who desire to employ.

SECTION 2. The chief of the bureau of statistics of labor is hereby authorized and directed to organize and establish within three months after the passage of this act, in the city or cities selected, a free public employment office, which office shall be provided with suitable rooms, furniture and equipment required for the transaction of the business provided for in this act, and shall appoint a superintendent and clerk for each of said offices, to discharge, under the direction of said chief, the duties hereinafter set forth, or which may be required by said chief.

SECTION 3. It shall be the duty of such superintendents to receive and record in properly arranged books, devised by the bureau of statistics of labor, all applications from those seeking employment and also from those desiring to employ, and to take such other action as may be deemed best by the chief of said bureau to promote the purpose of said offices. Such records shall show plainly in brief the qualifications of all applicants and such other facts as shall be deemed necessary by the chief of said bureau, who shall furnish to each superintendent all such record books, forms, blanks, or other stationery and postage as may be required in conducting the office. Each superintendent shall plainly indicate by a proper sign or signs the location of his office, and he shall be allowed such additional clerical assistance as the chief shall deem necessary.

SECTION 4. No fees, direct or indirect, shall in any case be taken from those seeking the benefits of the offices herein provided for.

SECTION 5. The privilege of registration shall be confined to residents of the Commonwealth. Proof of residence, when necessary, may be required from a selectman of a town or the mayor of a city.

SECTION 6. Each superintendent shall make to the chief of said bureau a semi-weekly report of such applications for labor or employment as may be registered in his office, with such details as may be required by the chief. The said chief shall cause all such reports to be printed at regular intervals and to be exchanged between the said offices, and shall supply them to the newspapers and to citizens upon request; and the several superintendents shall cause such reports to be posted in a conspicuous place in their offices so that they may be open to public inspection.

SECTION 7. Any clerk or superintendent who directly or indirectly charges or receives any fee in the performance of his duties shall be deemed guilty of a misdemeanor, and shall be subject to a fine of not more than one hundred dollars, or to imprisonment in the county jail for a term not exceeding thirty days. Such fine or imprisonment shall disqualify him from holding further connection with said offices.

SECTION 8. There shall be paid out of the treasury of the Commonwealth, on the approval of the chief of the bureau of statistics of labor, for salaries and for contingent expenses in connection with such free employment offices and for the expenses of the bureau of statistics of labor in connection with the requirements of this act, a sum not exceeding five thousand dollars. The annual salary of the superintendents and clerks shall be fixed by the chief of said bureau, with the approval of the governor and council.

The Act was approved by His Excellency the Governor May 31, and the then Chief of the Bureau, Mr. Charles F. Pidgin, instituted a comprehensive inquiry to ascertain what cities might most properly be selected for the establishment of the offices in question. It was apparent from the outset that Boston, the metropolis of the State, with its large tributary suburban population, was the city in which the establishment of a free employment office would be most likely to meet a real demand and hence be most likely to justify this new departure in the State's activities, as authorized by the Legislature. The fact, also, that the law had provided for the purpose of carrying out its provisions an appropriation not exceeding \$5,000 virtually made prohibitive the establishment at that time of any offices outside of Boston.

The Governor and Council, therefore, on October 24, 1906, authorized the Chief of the Bureau to establish an office in

Boston, and this was done, quarters being secured in a spacious store building well suited for the purpose at 8 Kneeland Street. Mr. Walter L. Sears was selected by the Chief of the Bureau to be superintendent of the office and Mr. G. Harry Dunderdale to be chief clerk, their salaries being fixed by vote of the Governor and Council, in accordance with law, at, respectively, \$1,500 and \$1,200 per annum. The Civil Service Commissioners took the ground that the appointments should be made in accordance with civil service regulations, but at the time the office was opened, on December 3, there was no eligible list from which the appointments could be made, and Messrs. Sears and Dunderdale were accordingly given provisional appointments. In January, however, the commissioners established a special eligible list for free employment office service and held an examination therefor. Messrs. Sears and Dunderdale having passed this examination, and having been certified by the commissioners to the Chief of the Bureau as eligible for permanent employment, were appointed accordingly.

On July 30, 1907, the Legislature having in the meantime appropriated \$25,000 for the maintenance of free employment offices, and this sum being, in the judgment of the present Chief of the Bureau, who took office on July 8, sufficient to maintain the Boston office for the current year and two outside offices for the remainder of the year, the Governor and Council authorized the establishment of offices at Springfield and Fall River. The Springfield office was opened on September 4, at 37 Bridge Street, in quarters that had been furnished by the city free of rental, with Mr. Morrison D. Montague of Springfield as superintendent. The Fall River office was opened October 1, at the Bradford-Durfee Textile School, the trustees of that institution also having offered quarters free of rental. Mr. Frederic J. Gagnon was appointed superintendent of the Fall River office, the appointments of Messrs. Montague and Gagnon being made, in compliance with civil service rules, from the eligible list.

This report, therefore, covers the work of the Boston office for a complete fiscal year, namely, from December 3, 1906, to the close of business on November 30, 1907. Figures are also presented covering the work of the Springfield office for the

three months in which it had been in operation and for the Fall River office for the two months in which it had been in operation when the fiscal year closed. These two offices have been doing business for so short a time that the records of the service they have rendered do not afford a sufficiently substantial basis for drawing definite conclusions. A full year's business at the Boston office, however, furnishes certain data which are submitted as having some genuine value.

The real test of the efficiency of an employment office is, in the last analysis, its success in securing positions for those who need employment and in assisting employers to find help which they desire. The free public employment offices are established, to quote the language of the statute, "for the purpose of bringing together those who seek employment and those who desire to employ," and without charge or cost, direct or indirect. The public office does not, therefore, and in the nature of the case cannot, any more than any private agency can, guarantee employment to the unemployed, nor can it guarantee to furnish the help desired to employers. But while its primary function consists in bringing the two together, it is in duty bound to do this as intelligently and as skilfully as possible, and with a view to producing the best results for the benefit both of those seeking employment and of employers desiring help. It would be a useless proceeding for one party to the prospective bargain, quite as much for the other, to send applicants for employment to employers unless there is considered to be a fair chance of the two being able to arrange a bargain. The office, therefore, while it cannot provide employment in the sense of guaranteeing it, is bound to do its utmost to pave the way for the making of a satisfactory arrangement between the two parties.

Happily it is with respect to this, the most important work of the offices and to which the crucial test of their efficiency must be applied, that we are able to furnish certain specific recorded facts. In many of the free employment offices maintained at public expense in other States, their function is regarded as filled when an applicant for employment is sent to an employer with an introduction. The achievements of an office,

when exploited in this broad fashion, make a formidable showing in its statistical reports, although it be confessed that no pretense is made of following the applicant for employment after he has left the office with a card of introduction to an employer. When these statistics of "positions offered" and "positions filled" are used synonymously, a position is recorded as "filled," so far as the office is concerned, when an applicant for employment has been offered a situation. But such statistics, for the reason that they do not show, even approximately, how many positions have actually been filled, shed no light on the real results of the maintenance of the office.

From the beginning, the records of the Boston office have been kept on a much more comprehensive and intelligible basis. It is, of course, impossible to keep an accurate record of positions actually filled, the office being necessarily dependent for its information in this respect upon the faithfulness with which applicants for employment and employers make returns to the office of the results of their meetings. We make every effort, however, to impress upon both parties the duty they owe the office in this respect, with the result that the reports of positions filled can safely be regarded as accurate so far as they go. That there are, however, many positions filled through the ministrations of the office of which no report is made by either beneficiary is altogether probable.

The figures showing the number of positions filled, therefore, may safely be regarded as well within the facts, and, being furnished by the parties benefited, are in no sense dependent upon the individual judgment or discretion of the clerks of the office. They constitute a class of data which is furnished to the office by its patrons, the office merely tabulating the returns as they come in. To use these figures as a basis of ascertaining the efficiency of the office is, therefore, to apply a perfectly unbiased test, and if the result should be deemed to have demonstrated the success of the office, it cannot be charged to any factor over which the management has any influence other than that which flows from an effective administration.

The following table gives a summary of the work of the Boston office for the fiscal year ending November 30, 1907:

TABLE I.—*Summary of the Business of the Boston Free Employment Office for the Year Ending November 30, 1907.*

CLASSIFICATION.	Males	Females	Total
Number of Registrations for Employment:			
Skilled,	9,383	4,018	13,401
Unskilled,	19,129	7,955	27,084
Boys,	4,425	—	4,425
Totals,	32,937	11,973	44,910
Number of Individuals who Registered only once for Employment,	21,495	8,326	29,821
Number of Individuals who Registered more than once for Employment,	3,855	1,274	5,129
Total Number of Individuals Registering for Employment,	25,350	9,600	34,950
Number of Applications from Employers who wanted only one person,	• • •	• • •	18,138
Number of Applications from Employers who wanted more than one person,	• • •	• • •	3,503
Total Number of Applications from Employers,	• • •	• • •	21,641
Number of Applications from Employers for Help (Classified): ¹			
Skilled,	2,892	1,535	4,357
Unskilled,	6,976	7,842	14,818
Boys,	2,466	—	2,466
Totals,	12,264	9,377	21,641
Number of Employers who Applied for help only once,	• • •	• • •	4,963
Number of Employers who Applied for help more than once,	• • •	• • •	3,569
Total Number of Individual Employers who Applied for help,	• • •	• • •	8,532
Number of Persons Applied for by Employers:			
Skilled,	5,502	4,689	10,191
Unskilled,	11,244	9,042	20,286
Boys,	3,219	—	3,219
Totals,	19,965	13,731	33,696
Number of Positions Offered:			
Skilled,	8,520	4,974	13,494
Unskilled,	16,439	9,496	25,985
Boys,	5,447	—	5,447
Totals,	30,406	14,470	44,876
Number of Individuals to whom one Position only was offered,	11,649	5,578	17,227
Number of Individuals to whom more than one Position was offered,	3,647	2,794	6,441
Total Number of Individuals to whom Positions were offered,	15,296	8,372	23,668
Number of Positions Reported Filled,	8,671	5,809	14,480
Number of Individuals for whom one Position was secured,	5,168	4,395	9,563
Number of Individuals for whom more than one Position was secured,	632	512	1,144
Total Number of Individuals for whom Positions were secured,	5,800	4,907	10,707
Number of Trade Union Members Registering for Employment,	• • •	• • •	750
Number of Trade Union Members for whom Positions were secured,	• • •	• • •	441

¹ The figures for sex in this presentation are for sex of help wanted, *not* the sex of the employers.

Taking the number of positions reported as actually filled during the year at the Boston Free Employment Office as a standard by which to judge the results of the establishment of

the office, we find a total of 14,480. The aggregate number of positions for which help was wanted was, as shown by the above table, 33,696, so that it appears that the office furnished help to the extent of 43 per cent of the aggregate demand made by employers. The number of individuals for whom one position was secured was 9,563, and the number of individuals for whom more than one position was secured was 1,144, making a total of 10,707 different individuals who were furnished with employment during the year. The difference between the aggregate number of positions filled, 14,480, and 10,707, namely, 3,773, represents the aggregate number of positions furnished to the 1,144 individual persons who were given employment more than once during the year; that is to say, these 1,144 persons were each given an average of between three and four positions in the 12-month period. There was thus a daily average of (eliminating fractions) 47 positions secured for applicants for employment for each of the 304 working days during the fiscal year, while the registrations for employment averaged approximately 148¹ per day and the number of persons called for by employers to fill available positions averaged 111 per day.

Separating the cost of equipment and of maintenance and apportioning the expenditures for the three offices (at Boston, Springfield, and Fall River) as carefully and accurately as possible between them, it appears that the total expense incident to the establishment and maintenance of the Boston office to November 30, 1907, was \$22,853.80, of which \$3,288.97 was for equipment and \$19,564.83 for maintenance. (See Tables XV and XVI, pages 35, 36 of this report.) Eliminating the expenditures for equipment as capital cost, it appears that there has been an expenditure of \$19,564.83 in procuring 14,480 *positions* for persons seeking employment, or a cost per *position* secured of \$1.35, taking the year's expenditures as a whole. Of the year's expenditure for maintenance of the Boston office, however, \$13,258.86 was expended during the first seven months of operation, that is, up to June 30, 1907, an average cost per month for maintenance of \$1,894.12, during which period the

¹ This figure, unfortunately, is not exactly accurate, owing to the manner in which the record of registrations was kept during the early months of the year.

number of positions recorded as secured was 8,480, a per capita cost of \$1.56. Since July 1, however, the cost of maintenance for the five months has been \$6,305.97, or an average per month of \$1,261.19, a decrease in the cost of maintenance which has reduced the cost per capita per position secured during the latter period to \$1.05.

The cost of the equipment and maintenance of the three offices, together with cost per capita of positions secured based upon the maintenance cost during the period of operation, are brought together in the following tables:

TABLE II.—*Cost of Equipment and Maintenance.*¹

CITIES.	Equipment	Maintenance	Totals
Boston,	\$3,288.97	\$19,564.83 (12 mo.)	\$22,853.80
Springfield,	313.23	655.16 (3 mo.)	968.39
Fall River,	342.18	391.22 (2 mo.)	733.40
TOTALS,	\$3,944.38	\$20,611.21	\$24,555.59

¹ For details see Tables XV and XIX, pages 35, 37.

TABLE III.—*Cost of Maintenance and Cost per Capita of Positions Secured.*¹

CLASSIFICATION.	Main-tene-nce	Average per Month	Number Positions Secured	Per Capita
Boston: Dec. 3, 1906, to June 30, 1907 (7 months), . . .	\$13,258.86	\$1,894.12	8,480	\$1.56
July 1, 1907, to Nov. 30, 1907 (5 months), . . .	6,305.97	1,261.19	6,000	1.05
TOTALS FOR BOSTON OFFICE, . . .	\$19,564.83	\$1,630.40	14,480	\$1.35
Springfield: Sept. 4 to Nov. 30 (3 months), . . .	655.16	218.38	796	0.82
Fall River: Oct. 1 to Nov. 30 (2 months), . . .	391.22	195.61	234	1.67
TOTALS FOR THREE OFFICES, . . .	\$20,611.21	\$1,717.60	15,510	\$1.33

¹ For details by months see Tables XVI, XVII, and XVIII, pages 36, 37.

The Springfield office was opened September 4 and had, therefore, up to the close of the fiscal year been in operation three months or 75 working days. The Fall River office was opened October 1 and had been in operation up to the close of the fiscal year two months or 52 working days. The quarters occupied by the Fall River office in the Textile School building are somewhat larger than those which were secured in Springfield, and the first cost of equipment of the Fall River office

was a trifle more. The Springfield office has done a considerably larger business, necessitating more printing and more of an outlay for clerical assistance. The Springfield office has, however, procured positions since it was opened at the rate of 10 $\frac{3}{5}$ per day, and the cost per position secured has been brought down to 82 cents. In Fall River the number of positions secured has averaged 4 $\frac{1}{2}$ per day, so that, although the running expenses of the Fall River office have been less than those of the Springfield office, the cost per position secured has been, thus far, \$1.67.

The fact that the Fall River office has not done so much business as the Springfield office cannot be justly charged to any failure of that office to meet, with fidelity and efficiency, situations with which it has had to deal. The discrepancy is due to a great difference in local conditions, for although the Fall River office has stood quite as ready to serve its constituency as has the Springfield office, it is being maintained in a field which is not at all comparable with Springfield. The latter is a city of diversified industries, and since the office opened there more unemployment has existed in the aggregate and also a greater demand for help in the aggregate from employers. This condition, which has prevailed during the past Autumn season, seems likely to be continuously the normal condition of affairs so long as cotton manufacturing continues prosperous.

The overwhelming mass of employment in Fall River is in the textile mills and, as a rule, employment is general there, or there is practically no employment. The industrial life of Fall River is concentrated in these mills, and the Manufacturers' Association has a working agreement with the textile unions which maintain their own central headquarters, and these serve, to a certain degree, the purposes of an employment bureau. The field of operation of the Fall River office would seem to be naturally much more restricted than that of the Springfield office, and its chief usefulness is therefore not unlikely to be, in a large measure, confined to the comparatively few occupations which are not connected with the mills and to domestic service. But no conclusive judgment upon the success of either of the two outside offices should be

attempted until they have been in operation at least a year. The Boston office, however, may now be judged upon the basis of a year's results in the metropolitan field, and the statistics which set forth these results are presented in this report and their chief significance pointed out.

The present Chief of the Bureau had no part officially in the promotion of the legislation for the establishment of free employment offices by the Commonwealth. It is my judgment, however, after a careful study of the work of the Boston office as shown in the records covering a year's business, and after a consideration of its possibilities of future usefulness to employers as well as to those who are seeking employment, that this office has justified its existence and may fairly be regarded as having passed the experimental stage. The other offices must respond, in the last analysis, to the same tests of usefulness to the community that have been applied to the Boston office, and must, unless it be held that they should be maintained as charities, be similarly judged by the results of operation.

The movement for the establishment of free public employment offices throughout the country, which has now found a foothold in 15 States,¹ appears to have been given its principal impetus by the trade unions. It is, therefore, an interesting fact that of the 34,950 individuals who registered at the Boston office for employment during the year, the records show only 750 members of trade unions as seeking employment.² The explanation of this as given by the trade unionists is that membership in the union affords a certain protection against unemployment, and while their advocacy of a system which seems in practical operation to benefit chiefly non-unionists is asserted to be due to a desire to have the State render a service to humanity as a whole, and while this may be, of itself, a laudable motive for urging the establishment of such offices, it would seem that the movement can afford to stand upon its

¹ According to the information on file in this office, free employment offices are maintained by the State in Connecticut, Illinois, and Ohio, which have five offices each; Massachusetts, Missouri, and Wisconsin, three each; Michigan, two; and Kansas, Maryland, Minnesota, Montana, Nebraska, and West Virginia, one each; a total of 32 offices maintained by the State. Besides these, Minnesota, Montana, and Wisconsin each have one free office maintained by a municipality, and California and Washington have two and three respectively, maintained by municipalities, making eight maintained by municipalities.

² Of this number 441 were given employment.

own record as a social institution rather than be dependent upon the propaganda of an industrial class. From this point of view there appears to be no reason why the outcome need be feared by those who prefer to base their support of the principle involved in such an extension of the functions of the State upon the social utility of the offices.

An imposing array of statistics can be presented as evidence of the work accomplished by our Free Employment Office in Boston, but the more the circumstances are considered under which this kind of work is of necessity performed, the more apparent becomes the fact that it is impossible to measure it with absolute accuracy by purely statistical methods.¹ A slight examination of the statistics of this office will serve as a warning to indicate with what caution deductions should be drawn from them by students of social conditions. This is by no means to say that these statistics furnish no gauge of industrial conditions aside from their more immediate purpose of recording the work of the office, but, leaving aside those defects which experience and study have disclosed and which it is hoped may be remedied in future, there remain certain data from which false inferences might not unnaturally, unless the figures be closely studied, be made. The one important statistical pitfall to be thus avoided in this connection is a failure to properly differentiate between aggregate *registrations* for employment and by employers for help, and the number of *individuals* of both classes actually served. This distinction the public has not always made.

Perhaps the fact most apparent upon the surface of the table showing the registrations by months of persons seeking employment (see Table XI, page 30) is the steady falling off in the number during the latter part of the year. The month showing the greatest number of registrations was December, 1906, when 7,374 applications for employment were recorded; there was a decrease in January to 5,640; in February, to 4,361; in March, the registrations went up to 4,773; in April, to 5,163; then there was a steady decline to November, the last month of the office year, when only 1,105 registrations were recorded. But it would be a grievous error to assume that the

¹ This statement applies with equal, and indeed in many cases with even greater, force to the records of similar offices maintained in other States.

drop from nearly 7,400 registrations in the first month of the year to 1,105 in the last month was a barometric reflection of conditions of employment throughout the industrial territory served by the office, or that it indicated a wholesale falling off in its patronage. On the contrary, as will be seen from a glance at the column showing the number of positions offered, it appears that the office offered fewer positions to the unemployed during December, 1906, than in any month of the year, not even excepting November, the month of fewest registrations, during which month indeed there were more than twice as many positions offered as there were registrations for employment. The greatest number of positions offered, it will be observed, was in September, — 4,689.

The explanation of the excessive number of registrations in the earlier months of the year is, however, simple. The most obvious reason is the newness of the office at that period,—when it first opened there was a great rush of applicants for employment, many of them persons doubtless already employed who fancied that by taking advantage of this opportunity they might get new positions better to their liking; and, although there was a considerable force of clerks, they were fairly overwhelmed with business. Partly because of their inexperience and partly, perhaps, because of an undue enthusiasm to make a record and to have the work of the office loom large in the returns, there is ground for the belief that there were some duplications in the registrations of a character such as later, when the work of the office became better systematized, did not occur. If a man registers for employment, and is informed that there is nothing at hand that can be offered him, it seems not only an unnecessary clerical duty to impose on the office but an absurdity from every point of view to re-register him each time he calls at the office — perhaps daily — and to count each such appearance in the office statistics as a separate registration. To just what extent the value of the figures purporting to show registrations of applicants for employment may in fact be vitiated by such duplications it is, unfortunately, impossible to determine. Suffice it to say that since June an effort has been made to effect a remedy in this particular, and

it is hoped that further progress toward approximate accuracy may be made during the coming year.

The total number of registrations for employment for the 12-month period under consideration, as shown by the records of the office, was 44,910, but this, as we have pointed out, should not be confused with the number of individual persons registering. These numbered, in the aggregate, 34,950, of whom 29,821 registered only once and 5,129 registered more than once. It has not been deemed necessary to tabulate these data in detail so as to show how many persons registered twice, or three times, or four times, etc., during the course of the year. It is sufficient to observe that the 5,129 persons who registered more than once, registered, in the aggregate, 15,089 times, or an average of nearly three times each during the year, thus making up the total of 44,910 registrations.

The next feature of these statistics which deserves careful consideration before an inference should be drawn from them is the record of "positions offered" and which has been incidentally referred to above. It appears that the total number of positions offered male applicants for employment during the year was 30,406, and the total number of positions for the female applicants was 14,470, a grand aggregate of 44,876. But does this mean that positions were offered to 44,876 persons during the year? By no means. These figures cover many instances where several different positions have been offered to a single individual. It is manifestly perfectly proper to count the same person more than once as a separate individual served if, after holding a position which has been secured for him through the office for a certain length of time, he has lost it, perhaps through no fault of his own, and secures employment through the office again; but, in the case of a person who is offered several different positions before finally securing any employment whatever, the number of different positions that may have been offered him simply indicates the faithfulness with which the office tries to meet his particular needs and qualifications. The excess of the number of offers thus made over the number of individuals to whom these offers have been made is the register which records the industry of the

superintendent and clerks in their endeavors to be of real service to the unemployed.

Hence, while it appears that there were during the year 44,876 separate offers of positions to applicants for employment (nearly one, it will be observed, for each of the 44,910 separate *registrations*), there were, as a matter of fact, 23,668 individual persons to whom this aggregate number of offers was made. Of these 23,668 persons, 17,227 had only one position offered them, while 6,441 were each offered more than one position; and while the total number of registrations was 44,910, this number appears to have been nearly 10,000 in excess of the number of individuals who registered, namely, 34,950. Thus of this number of *individuals* who registered for employment, the office was able to offer one or more positions to 23,668, while to 11,282 it was unable to offer employment. While, therefore, the number of positions offered, 44,876, is seen to be a measure of the fidelity of the office in serving the 34,950 individual applicants for employment, the number of positions available must also be taken into account in the calculation. This number, as may be seen from the column giving the number of persons called for by employers, was 33,696, that is, it was 1,254 less than the total number of *individuals* who registered for employment during the year and 11,214 less than the aggregate number of *registrations*.

These figures giving the number of registrations for employment, the number of individuals thus registering, the number of positions offered to the numerous applicants, and the number of individuals to whom positions have been offered bear upon the labor supply. Let us now turn to the demand for help in the labor market during the year as reflected by the work of this office. It appears that the office has been patronized by 8,532 individual employers, firms, or corporations, and while this total includes many housewives making applications for domestic service, it also includes a gratifying proportion of mercantile establishments, factories, and institutions of various kinds in the metropolitan district of Boston and, in many instances, beyond. Of these 8,532 employers applying for help, 4,963 applied once during the year and 3,569 more than once. They made in the aggregate, however, 21,641 applications, of which

18,138 were for one person only and 3,503 for more than one person. But the aggregate number of positions for which help was wanted and which were, therefore, at the disposition of the office to fill from this list of registrations, if possible, was 33,696.

Thus, the total number of positions for which help was wanted being 33,696, of which 18,138 were offered by employers who wanted one person only, the remainder, namely, 15,558, represents the aggregate amount of help wanted by the 3,503 employers who wanted more than one person; that is to say, these 3,503 employers called for an average of four persons each. It is further to be noted that of the aggregate number of positions for which help was wanted (33,696), 19,965 were positions for which male help was required and 13,731 were positions for which female help was required. For these 19,965 positions for male help, the office had, in the aggregate, 25,350 males registered with whom to try to satisfy the registering employers; and it had a supply of 9,600 females with whom to supply the demand for 13,731.

It must, of course, be borne in mind and due allowance made therefor that the figures quoted above furnish only an approximate comparison of supply with demand, and that it is impossible, in giving a summary for the year's business, to make aggregates serve as a strictly accurate indication of conditions which are fluctuating more or less according to different seasonal periods, and are also likely to vary greatly in different occupations and trades. Obviously, it is a condition of no significance as bearing upon their immediate necessities if 40 men accustomed to sedentary and clerical labor register at the Free Employment Office for positions, and the office is able to offer only a given number of positions as blacksmiths or expert machinists. If all the holes are round and two-thirds of the pegs at hand are square, only one-third of the holes can be properly fitted, and the effort to adjust the remaining pegs and holes to each other will result in misfits. It is such facts as these relative to the supply and demand of the labor market that can be brought out only by a somewhat elaborate classification of the work of the office.

The necessity of resolving the aggregates of Table I on page

8 into their component parts, before one is justified in making specific and conclusive statements relative to industrial conditions as viewed from the standpoint of the labor supply, must therefore be apparent. The labor supply is classified at the Boston Free Employment Office, first, by sex, and then according as it is skilled or unskilled; and for the males a third classification is made, namely, "boys." Hence a tabular presentation of the work of the office according to this classification and by months is given, in order that a basis may be furnished for a more comprehensive study of supply and demand in the labor market. (See Tables IV-XI, pages 25-30.) Such a study, however, it has to be frankly admitted, would be much more informing as to social conditions if an accurate and detailed classification of skilled and unskilled labor by trades and occupations could also be given. This is not practicable at the present time, and indeed the extent to which it will ever be possible is doubtful, though an attempt in this direction has been made in Table XIV (pages 33-35).

The suggestion that a nominal fee (10 or 25 cents) should be charged for the registration of applicants for employment at offices maintained by the State is often made. The principal argument in behalf of this proposition is that "a better grade of employees would be obtained and the undesirable ones kept out of the office" if a fee were asked. Some employers have complained that in offices where no fees are charged there is a resulting tendency to make the employees too independent, since they feel that they can leave the employer whenever they choose without reasonable notice and readily obtain a new position without cost, the net result being to make help shiftless and migratory. This theory has been found, upon investigation, to be based upon individual instances of unfortunate experiences in obtaining help from the Free Employment Office, and only illustrates the not unnatural disposition of most men to draw broad conclusions from purely personal experiences,—manifestly insufficient evidence. But bearing upon this very point, there are fully as many letters on file in the office of the Bureau from employers who have patronized with satisfaction the Free Employment Office, and who attribute the good quality of the service rendered to the absence of a fee, as there are contentions

to the effect that the service could be improved by the charging of a fee.

Moreover if a fee is to be charged, the question at once arises — shall it be paid in advance simply for the privilege of registering or shall it be collectable only when employment has been secured, and in justice to the applicant for employment, if the latter plan should commend itself, how can collection be enforced? Private intelligence offices which do not exact a fee in advance merely for registration are obliged to hire collectors. The charging of a fee, on any basis, by the State free employment offices would involve additional clerical work and, while the extra cost of this might partially be offset by the receipts, it is doubtful whether enough could be collected to materially reduce the net cost of maintenance. Nothing, therefore, would probably be gained in administration financially by the charging of a fee. It is doubtless true that a small fee might result in discouraging a certain number of habitués of the office who are not seekers for bona fide employment from taking up the time of the registration clerks uselessly, but whether any advantage that might accrue from the introduction of the system would be sufficient to offset the additional labor that would be involved in the exaction of fees and the proper accounting for them is not so clear; and this without attempting to enter upon a discussion of the subject from a broader point of view.

The experience of the Boston Free Employment Office, in short, does not justify the theory that its defects, whatever they may be, would be materially remedied by the exaction of a fee from applicants for employment, nor does this experience furnish any substantial basis for the theory that capable and skilled help out of employment are disposed to refrain from using the office on the ground that it is a charitable institution, which they cannot, in due deference to instincts of self-respect, patronize. It is a fallacious assumption, moreover, that the mere fact of the possession of the amount that might be required as a fee can be relied upon as bearing any direct relationship to the qualifications of the applicant. Since the Boston office was opened, 8,532 employers have registered their wants there, and scores, including many of the largest manufacturing and mercantile concerns of Massachusetts, have taken the trouble to write to the

Bureau in approving terms of the service rendered and have made friendly suggestions for its improvement. These facts would seem to be fairly conclusive evidence that the service rendered by the office to employer and employee alike is entitled to judgment on its merits as a legitimate public enterprise of real economic value to the community and should not be regarded merely as a charity maintained from a philanthropic impulse to provide employment for the unemployed, though the office has unquestionably saved many thousands of dollars in the aggregate to deserving patrons by not charging any fees.

In my judgment there is no necessary relationship between the charging of a fee and the quality of service, and if there were, it is extremely unlikely that the condition would be altered in any material degree by demanding only a nominal fee such as has been suggested. I am of the opinion that, after proper training and experience, the managers and clerks at the free employment offices maintained by the State can adjust the qualifications of applicants for employment to the needs of employers calling for help quite as skilfully as can be done by the private employment agencies. So far as the problems of the office are solvable, they are so through proper management and the securing and retaining of the confidence and good-will of the employing public as the result of efficient service.

Another matter which has been brought up for consideration from time to time is the question of the desirability of requiring applicants for employment to furnish responsible recommendations and the contention that the office should send them to employers only after a careful investigation of these references. Here, again, the adoption of such a plan on as comprehensive a scale as would be absolutely necessary in order to make it approach the desired efficiency would involve a great and incalculable item of expense in the conduct of the office. Waiving that point, however, there remains to be considered the important question of the responsibility of the Commonwealth to the employer under such circumstances. I believe, after a careful consideration of this matter, that the State is not justified in taking upon itself the obligation of guaranteeing the reliability of an applicant for work whom it sends to an employer; for, if no guarantee is made, no legal responsibility

is incurred. Moreover, aside from the question as to whether the State should undertake to guarantee references as is done by certain private agencies, the intrinsic value of references is a matter of grave doubt. Almost any man can get some kind of a reference, and the average employer, though he cannot continue on his pay-roll a needless employee or one whom he deems inefficient, is, nevertheless, very apt to be sufficiently well-disposed to feel that the man is at least entitled to a kind word. He argues to himself: "This man can no longer be of any service to me in my business, but if he can obtain employment elsewhere I surely have no objection and I do not know that I am called upon to prejudice his case with others by pointing out his defects."

To contend that the free employment offices are not justified in attempting to guarantee references and, further, that such references are often of comparatively little real value when given is not, however, to be construed as absolving the offices from the duty of furnishing each party to the transaction of employment as full information about the other as is possible under the circumstances. There is a moral responsibility, to employers and applicants for employment alike, of assisting each party in every proper way to reach a satisfactory bargain, intended to result in as permanent an alliance as possible. It would be manifestly unfair to the employer, and evidence of inefficiency on the part of the public employment office, if the office were to send him a miscellaneous assortment of applicants for work without regard to their proper fitness to fill the particular positions available. And this would be no more unfair to the employer than to the seeker for employment. Thus, while the offices cannot undertake to guarantee, or even to verify, references given by applicants for employment, they nevertheless make a practice of asking each applicant for employment to furnish some information which is, in reality, in the nature of a reference, even though it be no more than a mere statement as to where and by whom he or she was last employed. These data, together with the other statements made by the applicant in registering, are given to the employer for his information if he desires it. The applicant, on the other hand, is likewise given such information as the office has concerning employers

who may have vacancies available; and if the employer is seeking help to take the places of employees who have gone on strike, the applicant is informed of this fact.

Statistics which attempt to show the extent of unemployment are sometimes apt to be misleading if they take no account of the causes thereof. The free employment office is not concerned primarily with the adjustment of social conditions or the settlement of labor controversies. If an employer says that he has plenty of work for men if they will take it, but the conditions of employment which he lays down are such that men who may be out of work will not accept his terms, this is manifestly a condition for which the free employment office cannot be responsible; nor can it undertake to state whether the fault for a prevailing condition of unemployment in such instances lies with the employer or with the employee.

The language of the act setting forth the functions of the free employment offices seems, therefore, to have been exceptionally well conceived when it provided that these offices should be established "for the purpose of bringing together those who seek employment and those who desire to employ." The administration of the offices is assuredly bound, under the law, to do everything possible to "bring together," without any expense to either party, those who seek employment and those who desire to employ. Having brought them together, the State's legal function and duty in the transaction ends. The two parties must make their own bargain. If the applicant is unwilling to accept an employer's offer because of the terms attached to it, or if the employer is unwilling to hire an applicant because of certain stipulations which the latter may wish to make as to terms of his acceptance, the failure of the two to make a bargain may be a matter of regret for either or both parties; and if this failure to make satisfactory bargains extends to and comprehends large bodies of organized workmen on the one hand, and compactly organized bodies of employers on the other, the situation is deplorable. But the free public employment office cannot be expected to cope with it, nor is the office in any sense organized for this purpose. Other agencies for dealing with problems of unemployment growing out of difficulties between employers and employees on matters of policy in their mutual

relations have been provided by law, and also exist in such extra legal bodies as the Civic Federation.

One of the most difficult problems with which the free public employment offices have to deal, and in common no doubt with the private agencies, is the large number of persons who register for employment but are lacking in suitable equipment for any particular trade or occupation where some degree of skill or experience is required. The efforts to promote technical instruction have largely superseded the old system of apprenticeship abroad, and the tendency in this country is now in the same direction, although it is still true that a young man has much less opportunity here than in Germany or France to learn in a direct way all the details of a trade and thus become a skilled workman. Were it not for the promise which current investigations hold out, we should soon be confronted with a very serious problem — the lack of a sufficient number of skilled workmen ready to do the work that the world is calling for, and, on the other hand, young men walking the streets or performing only ordinary labor. That this fact, however, is gradually becoming more widely appreciated is shown by the number of private schools, where instruction in the technique of various trades and professions is offered, that have come into existence in recent years, and these are constantly being augmented by public vocational schools. Certain private institutions do little more than pretend to teach by correspondence for a stipulated fee, and, after meaningless typewritten or printed lessons are received by mail, the student becomes discouraged and drops the course, forfeiting the amount paid. They all, nevertheless, bear testimony to the increasing recognition of the fact that the average youth who leaves the regular public school without a trade well learned is handicapped in the race for life.

Probably much of crime, poverty, and wretchedness to-day could be traced to the fact that parents do not teach, or — let us be just — have not the means or the opportunity of teaching their children how to become self-supporting. Every child should have an opportunity to learn to do one thing well and should be trained in such a way as to become an effective industrial and social unit, and since this training cannot safely be trusted to private agencies it follows that the field of public

education must be broadened. Nowhere are these facts more apparent than in the daily experience of the free employment offices, and a systematic effort has therefore been made to tabulate these observations in co-operation with our State Commission on Industrial Education. That board can, in view of its special functions, more appropriately present the information, which the Bureau of Statistics of Labor has been most willing to collect for it, than can the Bureau at the present time.

Appended to this report are certain statistical tables referred to in the preceding pages; and also a special report covering the work of the Boston office for the year by the superintendent, Mr. Walter L. Sears, which contains many interesting and valuable observations and is deserving of a careful reading. In this connection I desire to place on record my sincere appreciation of the faithfulness, earnestness, and zealous interest observed in the conduct of the office by both Mr. Sears and the Chief Clerk, Mr. G. Harry Dunderdale.

CHARLES F. GETTEMY,
Chief, Bureau of Statistics of Labor.

STATISTICAL TABLES.

(Tables I, II, and III may be found on pages 8 and 10, respectively.)

TABLE IV.—*Supply and Demand for Skilled Male Labor. Boston.*

(FROM DECEMBER 3, 1906, TO NOVEMBER 30, 1907.)

MONTHS.	Work-ing Days	SUPPLY	DEMAND			POSITIONS OFFERED	
		Registrations for Employment	Number of Applications from Employers	Aggregate Number of Persons Called For	Daily Average	Num-ber	Daily Average
1906.							
December, . . .	24	935	200	606	25.25	484	20.17
1907.							
January, . . .	27	1,453	282	497	18.41	739	27.37
February, . . .	23	1,052	191	405	17.61	544	23.65
March, . . .	26	1,135	318	905	34.81	849	32.65
April, . . .	25	1,038	317	767	30.68	795	31.80
May, . . .	26	937	271	534	20.54	821	31.58
June, . . .	24	728	215	343	14.29	799	33.29
July, . . .	26	691	223	319	12.27	736	28.31
August, . . .	27	380	221	340	12.59	714	26.45
September, . . .	24	434	259	359	14.96	918	38.25
October, . . .	27	361	216	286	10.59	768	28.44
November, . . .	25	239	109	141	5.64	353	14.12
TOTALS, . . .	304	9,383	2,822	5,502	18.10	8,520	28.03

TABLE V.—*Supply and Demand for Unskilled Male Labor. Boston.*

(FROM DECEMBER 3, 1906, TO NOVEMBER 30, 1907.)

MONTHS.	Work-ing Days	SUPPLY	DEMAND			POSITIONS OFFERED	
		Registrations for Employment	Number of Applications from Employers	Aggregate Number of Persons Called For	Daily Average	Num-ber	Daily Average
1906.							
December, . . .	24	4,456	1,012	2,268	94.50	1,112	46.33
1907.							
January, . . .	27	2,038	332	686	25.41	1,170	43.33
February, . . .	23	1,682	296	481	20.91	1,001	43.52
March, . . .	26	1,928	618	1,133	43.58	1,200	46.15
April, . . .	25	2,322	851	1,316	52.64	1,834	73.36
May, . . .	26	1,971	788	1,251	48.12	1,878	72.23
June, . . .	24	1,291	708	933	38.88	1,487	61.96
July, . . .	26	1,150	671	879	33.81	1,557	59.88
August, . . .	27	740	466	638	23.63	1,390	51.48
September, . . .	24	623	536	718	29.92	1,569	65.38
October, . . .	27	555	441	617	22.85	1,365	50.56
November, . . .	25	373	257	324	12.96	876	35.04
TOTALS, . . .	304	19,129	6,976	11,244	36.98	16,439	54.07

TABLE VI.—*Supply and Demand for Boys. Boston.*

(FROM DECEMBER 3, 1906, TO NOVEMBER 30, 1907.)

MONTHS.	Work-ing Days	SUPPLY Registrations for Employment	DEMAND			POSITIONS OFFERED	
			Number of Applications from Employers	Aggregate Number of Persons Called For	Daily Average	Number	Daily Average
1906.							
December, . . .	24	354	214	286	11.92	366	15.25
1907,							
January, . . .	27	515	294	390	14.44	499	18.49
February, . . .	23	488	230	290	12.61	522	22.70
March, . . .	26	432	324	472	18.15	503	19.35
April, . . .	25	402	319	452	18.08	442	17.68
May, . . .	26	341	259	317	12.19	531	20.42
June, . . .	24	739	126	168	7.00	382	15.92
July, . . .	26	526	96	111	4.27	205	7.89
August, . . .	27	158	119	139	5.15	341	12.63
September, . . .	24	195	249	316	13.16	649	27.04
October, . . .	27	154	163	194	7.19	558	20.67
November, . . .	25	121	73	84	3.36	449	17.96
TOTALS, . . .	304	4,425	2,466	3,219	10.59	5,447	17.92

TABLE VII.—*Supply and Demand for Male Labor—Aggregates—Boston.*

(FROM DECEMBER 3, 1906, TO NOVEMBER 30, 1907.)

MONTHS.	1906;	Working Days	SUPPLY			DEMAND			POSITIONS OFFERED			POSITIONS FILLED			Percent-ages of Positions Filled of Number Called For
			Registrations for Em- ployment	Daily Average	Number of Applica- tions from Employers	Aggregate Number of Persons Called For	Daily Average	Number	Daily Average	Number	Daily Average	Number	Daily Average		
December, .	1907.	24	5,745	239.38	1,426	3,160	131.67	1,962	81.75	500	20.83	—	—	15.82	
January, .		27	4,006	148.37	968	1,573	58.26	2,408	89.19	606	22.44			38.53	
February, .		23	3,222	140.08	717	1,176	51.13	2,067	89.87	464	20.17			39.46	
March, .		26	3,495	134.42	1,260	2,510	96.54	2,532	98.15	763	29.35			30.40	
April, .		25	2,762	150.48	1,487	2,535	101.40	3,071	122.84	994	39.76			39.21	
May, .		26	3,249	124.96	1,318	2,102	80.85	3,230	124.23	985	37.88			46.86	
June, .		24	2,758	114.9	1,049	1,444	60.17	2,668	111.17	827	34.46			57.27	
July, .		26	2,309	91.04	930	1,309	50.35	2,498	96.08	735	30.58			60.73	
August, .		27	1,278	47.33	806	1,117	41.37	2,445	90.56	729	27.00			65.26	
September, .		24	1,252	52.17	1,014	1,388	58.04	1,336	130.67	816	34.00			58.58	
October, .		27	1,070	39.63	820	1,057	40.63	2,691	99.67	756	28.00			68.92	
November, .		25	733	29.32	459	649	21.36	1,678	67.12	436	17.44			79.42	
TOTALS, .		304	32,937	108.35	12,264	19,965	65.67	30,406	100.02	8,671	28.62			43.43	

TABLE VIII.—*Supply and Demand for Skilled Female Labor. Boston.*

(FROM DECEMBER 3, 1906, TO NOVEMBER 30, 1907.)

MONTHS.	Work-ing Days	SUPPLY Registrations for Employment	DEMAND			POSITIONS OFFERED	
			Number of Applications from Employers	Aggregate Number of Persons Called For	Daily Average	Number	Daily Average
1906.							
December, . . .	24	342	143	373	15.54	210	8.75
1907.							
January, . . .	27	725	148	466	17.26	359	13.30
February, . . .	23	393	159	829	36.04	319	13.87
March, . . .	26	413	218	974	37.46	453	17.42
April, . . .	25	401	182	535	21.40	423	16.92
May, . . .	26	365	110	281	10.81	437	16.81
June, . . .	24	290	82	192	8.00	381	15.88
July, . . .	26	436	113	284	10.92	612	23.54
August, . . .	27	157	133	268	9.93	479	17.74
September, . . .	24	205	102	225	9.37	500	20.83
October, . . .	27	160	88	179	6.63	496	18.37
November, . . .	25	131	57	83	3.32	305	12.20
TOTALS, . . .	304	4,018	1,535	4,689	15.43	4,974	16.36

TABLE IX.—*Supply and Demand for Unskilled Female Labor. Boston.*

(FROM DECEMBER 3, 1906, TO NOVEMBER 30, 1907.)

MONTHS.	Work-ing Days	SUPPLY Registrations for Employment	DEMAND			POSITIONS OFFERED	
			Number of Applications from Employers	Aggregate Number of Persons Called For	Daily Average	Number	Daily Average
1906.							
December, . . .	24	1,287	340	380	15.83	489	20.38
1907.							
January, . . .	27	909	797	854	31.63	565	20.92
February, . . .	23	746	666	712	30.96	487	21.17
March, . . .	26	865	949	1,050	40.39	719	27.66
April, . . .	25	1,000	1,106	1,329	53.16	914	36.56
May, . . .	26	819	790	1,010	38.84	880	33.84
June, . . .	24	603	636	806	33.58	805	33.54
July, . . .	26	593	601	750	28.85	866	33.31
August, . . .	27	307	482	547	20.26	831	30.78
September, . . .	24	266	613	682	28.42	1,053	43.88
October, . . .	27	319	511	551	20.41	1,070	39.63
November, . . .	25	241	351	371	14.84	817	32.68
TOTALS, . . .	304	7,955	7,842	9,042	29.74	9,496	31.24

TABLE X.—*Supply and Demand for Female Labor—Aggregates—Boston.*

(From December 3, 1906, to November 30, 1907.)

MONTHS.	Working Days	SUPPLY			DEMAND			POSITIONS OFFERED		POSITIONS FILLED		Percent-ages of Positions Filled of Number Called For	
		Registrations for Unemployment	Daily Average	Number of Applications from Employers	Aggregate Number of Persons Called For	Daily Average	Number	Daily Average	Number	Daily Average			
1906.	.												
December,	.												
1907.	24	1,629	67.87	483	753	31.37	699	29.13	391	16.29	51.93		
January,	27	1,634	60.51	945	1,320	48.89	924	34.22	537	19.89	40.68		
February,	23	1,139	49.52	825	1,541	67.00	806	35.04	381	16.57	24.72		
March,	26	1,278	49.16	1,167	2,024	77.85	1,172	45.08	479	18.42	23.67		
April,	25	1,401	56.04	1,288	1,804	74.56	1,337	53.48	641	21.64	29.02		
May,	26	1,184	45.54	900	1,291	49.65	1,317	50.65	528	20.31	40.90		
June,	24	893	37.21	718	938	41.58	1,186	49.42	484	20.17	48.50		
July,	26	1,029	39.57	714	1,084	39.77	1,478	56.85	532	20.46	51.45		
August,	27	464	17.18	615	815	30.19	1,310	48.52	452	16.74	55.46		
September,	24	471	19.62	715	907	37.79	1,563	64.71	503	20.96	55.46		
October,	25	479	17.74	599	730	27.04	1,566	58.00	592	21.93	81.10		
November,	25	372	14.88	408	464	18.16	1,122	44.88	359	15.56	85.68		
TOTALS,	.	11,973	39.38	9,377	13,731	45.17	14,470	47.60	5,809	19.11	42.31		

TABLE XI.—*Recapitulation and Aggregates of Business—Both Sexes—Boston.*

(From December 3, 1906, to November 30, 1907.)

TABLE XII.—*Supply and Demand for Labor—Aggregates—Springfield.*

(From SEPTEMBER 4, 1907, TO NOVEMBER 30, 1907.)

MONTHS.	WORKING DAYS	SUPPLY		DEMAND			POSITIONS OFFERED		POSITIONS FILLED		PERCENTAGES OF POSITIONS FILLED OF NUMBER CALLED FOR
		REGISTRATIONS FOR EMPLOYMENT	DAILY AVERAGE	NUMBER OF APPLICATIONS FROM EMPLOYERS	DAILY AVERAGE	AGGREGATE NUMBER OF PERSONS CALLED FOR	DAILY AVERAGE	NUMBER	DAILY AVERAGE	NUMBER	
1907.											
September,	23	984	42.78	386	17.21	791	34.39	578	25.18	182	7.91
October,	27	688	25.48	264	9.77	430	15.92	629	19.59	324	23.01
November,	25	504	20.16	203	8.12	267	10.68	357	14.28	290	75.35
TOTALS,	75	2,176	29.01	863	11.50	1,488	19.84	1,464	19.52	796	10.61
											53.49

TABLE XIII.—*Supplementary.*

CLASSIFICATION.	SEPTEMBER			OCTOBER			NOVEMBER		
	MALES	FEMALES	Both Sexes	MALES	FEMALES	Both Sexes	MALES	FEMALES	Both Sexes
Registrations for employment,	824	160	984	534	154	688	366	138	504
Daily averages,	35.82	6.96	42.78	19.78	5.70	25.48	14.64	5.52	20.16
Number of persons called for by employers,	429	362	791	339	91	430	165	102	267
Daily averages,	18.65	15.74	34.39	12.55	3.37	15.32	6.60	4.08	10.68
Positions offered,	434	144	578	434	95	529	216	141	357
Daily averages,	18.87	6.26	26.18	16.07	3.52	19.59	8.64	5.64	14.28
Positions filed,	139	43	182	961	63	324	191	99	230
Daily averages,	6.04	1.87	7.91	9.67	2.33	12.00	7.64	3.96	11.60

TABLE XIII.—*Supply and Demand for Labor—Aggregates—Fall River.*

(FROM OCTOBER 1, 1907, TO NOVEMBER 30, 1907.)

Months.	Working Days	SUPPLY		DEMAND		POSITIONS OFFERED		POSITIONS FILLED		Percentages of Positions Filled of Number Called For
		Registrations for Employment	Daily Average	Number of Applications from Employers	Daily Average	Aggregate Number of Persons Called For	Daily Average	Number	Daily Average	
October,	:	27	403	14.92	7.07	234	8.66	303	11.22	4.14
November,	:	25	257	10.28	5.24	145	6.80	210	8.40	4.88
TOTALS,	.	52	660	12.69	322	6.19	379	7.28	513	9.86
									234	4.50
										61.74

TABLE XIII.—*Supplementary.*

CLASSIFICATION.	OCTOBER			NOVEMBER		
	Males	Females	Both Sexes	Males	Females	Both Sexes
Registrations for employment,	276	127	408	150	107	257
Daily averages,	10.22	4.70	14.92	6.00	4.28	10.28
Number of persons called for by employers,	94	140	234	42	103	146
Daily averages,	3.48	5.18	8.66	1.68	4.12	5.80
Positions offered,	135	168	303	60	150	210
Daily averages,	5.00	6.22	11.22	2.40	6.00	8.40
Positions filled,	60	52	112	55	67	122
Daily averages,	2.22	1.92	4.14	2.20	2.68	4.88

TABLE XIV.—*Positions Secured Classified by Occupations.*

SEX AND OCCUPATIONS.	BOSTON	SPRINGFIELD	FALL RIVER	TOTALS
<i>Males.</i>	8,671	591	115	9,377
Apprentices (electrical work),	11	—	—	11
Apprentices (machinists),	49	—	—	49
Apprentices (printers),	16	—	—	16
Apprentices (other trades),	107	—	—	107
Apprentices (not specified),	224	10	—	234
Attendants (hospital),	57	—	—	57
Bakers,	12	—	—	12
Bakers' helpers,	18	—	—	18
Bell boys,	73	—	—	73
Bill distributors,	41	—	—	41
Blacksmiths,	15	—	—	15
Blacksmiths' helpers,	8	—	—	8
Bookkeepers,	14	—	3	17
Bottle washers,	22	—	—	22
Brass workers,	17	—	—	17
Bundle boys,	13	—	—	13
Buss boys,	31	—	—	31
Canvassers,	19	—	—	19
Carpenters,	87	43	3	133
Chefs,	16	—	—	16
Cleaners,	41	—	—	41
Clerks (grocery),	14	11	—	25
Clerks (not specified),	82	6	8	96
Climbers (Gypsy Moth Commission),	14	—	—	14
Coal passers,	9	—	—	9
Coal shoveling,	22	—	—	22
Compositors,	21	—	—	21
Cooks,	176	6	3	185
Dishwashers,	247	—	—	247
Distributors (samples),	—	6	—	6
Doffers,	—	—	8	8
Drivers (milk wagons),	21	—	—	21
Drivers (other),	23	—	—	23
Electricians,	15	—	—	15
Electricians' helpers,	4	—	—	4
Elevator tenders,	130	—	—	130
Engineers (stationary),	92	7	—	99
Errand boys,	587	10	—	597
Factory work (not specified),	122	—	—	122
Farm hands,	803	91	7	901
Firemen (stationary),	197	10	—	207
Gardeners,	44	—	—	44
General work,	664	9	17	690
Helpers (wagons),	23	—	—	23
Helpers (not specified),	23	—	—	23
Hostlers,	53	—	—	53
Hotel and restaurant work,	141	—	—	141
Housemen,	49	—	—	49
Housework,	19	—	—	19
Icemen,	15	—	—	15
Iron workers,	16	—	—	16
Iron workers' helpers,	7	—	—	7
Janitors,	57	—	—	57
Janitors' assistants,	27	—	—	27
Kitchen work,	362	—	—	362
Laborers,	802	189	17	1,008
Laundry work,	23	—	—	23
Leather workers,	6	—	—	6
Lumpers,	79	—	—	79
Lunch work,	11	—	—	11
Machine shop employees,	—	7	5	12
Machinists,	179	4	3	186
Machinists' helpers,	85	—	—	85
Meat cutters,	30	—	—	30
Office boys,	167	—	—	167
Packers (all kinds),	40	—	—	40
Painters (carriage and house),	89	11	—	100
Plumbers,	12	—	—	12
Plumbers' helpers,	30	—	—	30
Porters,	251	6	—	257
Press feeders,	46	—	—	46
Pressmen,	14	—	—	14
Printers,	15	—	—	15

TABLE XIV.—*Positions Secured Classified by Occupations—Continued.*

SEX AND OCCUPATIONS.	BOSTON	SPRINGFIELD	FALL RIVER	TOTALS
<i>Males—Con.</i>				
Repairers (automobiles),	3	—	—	3
Riveters (machines),	4	—	—	4
Roofers,	3	—	—	3
Roofers' helpers,	6	—	—	6
Salesmen,	30	—	—	30
Shippers,	96	—	—	96
Shop work,	—	15	—	15
Solicitors,	18	—	—	18
Stablemen,	79	—	—	79
Steamfitters,	15	—	—	15
Steamfitters' helpers,	11	—	—	11
Stenographers,	17	—	—	17
Stock boys,	15	—	—	15
Supers (theatrical),	60	—	—	60
Teamsters,	320	31	—	351
Teamsters' helpers,	26	—	—	26
Tobacco hands,	—	7	—	7
Tool makers,	13	—	—	13
Traveling salesmen,	—	4	—	4
Waiters,	101	—	—	101
Watchmen,	22	—	—	22
Weavers,	4	—	—	4
Window cleaners,	18	—	—	18
Woodchoppers,	40	—	9	49
Woodworkers,	8	5	—	13
Wool sorters,	5	—	—	5
Yard men,	8	—	—	8
Other trades and occupations,	900	103	32	1,035
<i>Females.</i>				
Addressers (envelopes),	43	—	—	43
Apprentices (all kinds),	25	—	—	25
Attendants (not specified),	17	—	—	17
Bookbinders and folders,	14	—	—	14
Bookkeepers,	43	—	—	43
Boxmakers,	10	—	—	10
Cauvassers,	13	—	—	13
Cashiers,	21	—	—	21
Chambermaids,	210	9	—	219
Cleaners,	278	—	—	278
Clerks,	12	—	—	12
Compositors,	10	—	—	10
Cooks,	414	7	10	431
Corset factory employees,	—	24	—	24
Day work,	—	33	—	33
Dishwashers,	245	—	4	249
Errand girls,	21	—	—	21
Factory work (art),	20	—	—	20
Factory work (boxes),	21	—	—	21
Factory work (stitching),	11	—	—	11
Factory work (other trades),	31	—	—	31
Factory work (not specified),	375	—	—	375
Farm work,	11	—	—	11
Folders (circulars, etc.),	14	—	—	14
General work,	141	—	—	141
Hotel and restaurant work,	123	—	—	123
Housekeepers,	103	5	—	108
Housework,	855	57	47	959
Kitchen work,	673	22	—	695
Labelers,	35	—	—	35
Laundresses,	—	—	7	7
Laundry work,	186	7	—	193
Machine operators,	7	—	—	7
Mailers (calendars, etc.),	8	—	—	8
Nursemaids,	50	3	2	55
Nurses,	8	—	—	8
Office work,	129	—	—	129
Packers and wrappers,	8	—	—	8
Paint cleaners,	14	—	—	14
Pantry work,	144	—	—	144
Parlor maids,	7	—	—	7
Press feeders,	24	—	—	24
Saleswomen,	78	—	—	78
Scrubwomen,	117	—	—	117
Seamstresses,	33	—	—	33

TABLE XIV.—*Positions Secured Classified by Occupations—Concluded.*

SEX AND OCCUPATIONS.	BOSTON	SPRINGFIELD	FALL RIVER	TOTALS
<i>Females—Con.</i>				
Second girls,	56	3	7	66
Shop work,	-	9	-	9
Space work,	11	-	-	11
Stenographers and typewriters,	68	-	-	68
Stitchers (not specified),	59	-	-	59
Table work,	47	-	-	47
Telephone and telegraph operators,	5	-	-	5
Waitresses,	563	10	11	584
Ward maids,	20	-	-	20
Washerwomen,	81	-	17	98
Wrappers (candy),	10	-	-	10
Wrappers (newspapers, etc.),	22	-	-	22
Writers,	10	-	-	10
Other trades and occupations,	255	16	14	285
<i>Recapitulation.</i>				
Males,	8,671	591	115	9,377
Females,	5,809	205	119	6,133
TOTALS,	14,480	796	234	15,510

TABLE XV.—*Cost of Equipment in Detail.*

CLASSIFICATION.	BOSTON	SPRINGFIELD	FALL RIVER	TOTALS
Salary of superintendents prior to opening office,	¹ \$37.50	\$19.35	\$50.00	\$106.85
Clerical service other than above, prior to opening office,	377.88	-	-	377.88
Agents' salaries, prior to opening office,	595.70	-	-	595.70
Agents' traveling expenses, prior to opening office,	271.38	-	-	271.38
Other traveling expenses, prior to opening office,	90.93	42.90	53.45	187.28
Travel and other expenses of agent incident to opening office,	-	93.89	-	93.89
Carriage hire, prior to opening office,	5.00	-	-	5.00
Postage, prior to opening office,	300.00	-	-	300.00
Rent, prior to opening office,	125.00	-	-	125.00
Telephone,	-	6.55	-	6.55
Office supplies,	14.55	-	-	14.55
Office fittings,	928.50	109.74	184.73	1,222.97
Advertising,	411.55	33.30	25.65	470.50
Signs,	91.75	7.50	28.35	127.60
Printing,	16.38	-	-	16.38
Expressage,	.85	-	-	.85
Plumbing,	22.00	-	-	22.00
TOTALS,	\$3,288.97	\$313.23	\$342.18	\$3,944.38

¹ Includes salary of Chief Clerk.

TABLE XVI.—*Cost of Maintenance in Detail. Boston.*
 (FROM DECEMBER 3, 1906, TO NOVEMBER 30, 1907.)

MONTHS.	Rent	Salaries	Job Printing	Free Em- ployment Gazette	Telephone	Electric Light	Office Supplies	Traveling Ex- penses	Advertis- ing	Miscel- laneous	Totals
1906.											
December,	\$250.00	\$1,182.17	\$114.03	\$66.48	\$15.12	\$23.25	—	—	—	—	\$1,651.05
1907.											
January,	250.00	1,265.01	320.34	26.72	15.72	25.30	\$169.06	\$29.70	—	\$33.03	2,134.87
February,	250.00	1,255.16	206.53	59.60	15.30	22.85	22.63	7.75	—	—	1,839.82
March,	270.84	1,234.10	190.75	87.91	18.36	46.50	11.25	—	8.75	—	1,888.76
April,	291.46	1,426.86	217.16	55.77	28.15	20.20	82.47	25.65	\$29.11	—	2,177.03
May,	291.66	1,300.65	189.98	49.37	27.75	20.00	5.90	—	—	—	1,885.31
June,	291.66	1,164.67	100.00	17.98	28.40	20.00	59.16	.15	—	—	1,682.02
July,	270.83	985.39	43.53	—	27.80	20.00	15.08	14.00	10.00	—	1,386.63
August,	260.00	818.87	76.61	—	28.51	20.00	2.00	—	—	—	1,145.98
September,	200.00	923.88	—	—	28.10	20.00	1.45	1.55	—	6.00	1,046.68
October,	200.00	919.79	142.91	—	27.00	20.00	9.85	5.00	—	15.00	1,339.55
November,	200.00	919.40	30.13	—	27.30	20.70	21.16	—	—	28.43	1,247.12
TOTALS,											
	\$2,966.65	\$13,401.65	\$1,631.57	\$363.83	\$287.51	\$435.25	\$95.05	\$30.11	\$91.21	\$19,564.83	

TABLE XVII.—*Cost of Maintenance in Detail. Springfield.¹*

(FROM SEPTEMBER 4, 1907, TO NOVEMBER 30, 1907.)

CLASSIFICATION.	September	October	November	Totals
Salaries,	\$127.50	\$150.00	\$150.00	\$427.50
Printing,	—	115.64	15.73	131.37
Telephone,	9.60	6.95	14.96	31.51
Office supplies,	10.49	9.54	—	20.03
Traveling expenses,	9.50	34.10	—	43.60
Miscellaneous,	—	—	1.15	1.15
TOTALS,	\$157.09	\$316.23	\$181.84	\$655.16

TABLE XVIII.—*Cost of Maintenance in Detail. Fall River.¹*

(FROM OCTOBER 1, 1907, TO NOVEMBER 30, 1907.)

CLASSIFICATION.	September	October	November	Totals
Salaries,	—	\$108.67	\$108.67	\$217.34
Printing,	—	122.64	8.33	130.97
Telephone,	\$2.45	2.85	12.20	17.50
Office supplies,	—	5.52	6.14	11.66
Traveling expenses,	—	—	4.50	4.50
Advertising,	—	—	7.00	7.00
Miscellaneous,	—	—	2.25	2.25
TOTALS,	\$2.45	\$239.68	\$149.09	\$391.22

TABLE XIX.—*Recapitulation. Maintenance in Detail.*

CLASSIFICATION.	BOSTON (12 months)	SPRING- FIELD (3 months)	FALL RIVER (2 months)	Totals
Rent,	\$2,966.65	1—	1—	\$2,966.65
Salaries,	13,401.65	\$427.50	\$217.34	14,046.49
Printing ('job),	1,631.97	131.37	130.97	1,894.31
Printing (Free Employment Gazette),	363.83	—	—	363.83
Telephone,	287.51	31.51	17.50	336.52
Electric light,	252.60	1—	1—	252.60
Office supplies,	435.25	20.03	11.66	466.94
Traveling expenses,	95.05	43.60	4.50	143.15
Advertising,	39.11	—	7.00	46.11
Miscellaneous,	91.21	1.15	2.25	94.61
TOTALS,	\$19,564.83	\$655.16	\$391.22	\$20,611.21

¹ No charge made the Commonwealth for rent or light.

REPORT OF SUPERINTENDENT OF BOSTON OFFICE.

8 KNEELAND STREET, BOSTON,
December 1, 1907.

MR. CHARLES F. GETTEMY, *Chief,*
Bureau of Statistics of Labor,
State House.

SIR:—I have the honor to submit my first annual report as Superintendent of the Boston Free Employment Office, established in accordance with the provisions of Chapter 435 of the Acts of 1906, and the first office of its kind to be opened in this Commonwealth. The office, in close proximity to the business district as well as to transportation lines, is on the ground floor of a store building, the facilities for lighting and ventilating are excellent, and, everything considered, the location and quarters are well adapted for our purposes. From March 15 to July 15 last an adjoining room, with an entrance on Washington Street, was also hired, but this was abandoned on the latter date as being unnecessary and involving a needless expense.

The Boston office was opened for business December 3, 1906, the undersigned having been appointed superintendent and Mr. G. Harry Dunderdale having been appointed chief clerk. The amount of business at the outset was all that the office could properly attend to, the daily attendance for a time averaging 1,500, while on some days over 2,500 persons have entered the office. The staff for the first few months averaged from 20 to 25 in number, but at present it consists of the superintendent, the chief clerk, 10 desk clerks (five men and five women), a "floor man," and a charwoman. While this force of 14 persons has all the work that it can properly attend to, it is, nevertheless, in my judgment, adequate. The office is open, Sundays and holidays excepted, from 9 A.M. to 5 P.M. and Thursday evenings from 6 to 9 o'clock. The registration of applicants for employment closes at 4 o'clock to permit clerks in charge of departments to make up their daily reports and

prepare for the next day's business. There is, also, at least one clerk on duty as early as 8 A.M. and as late as 6 P.M. daily to receive and register orders by telephone.

Realizing from the beginning that system is essential to economy and the best results, my aim has been to so organize and conduct the office as to secure a maximum number of positions for those seeking employment at a minimum cost of operation per position actually secured. The office force is now so well organized and the work so systematized that the volume of business is satisfactorily handled by a staff of about one-half the former number and with a noticeable reduction in operating expenses. The office is organized into five departments, not including the duties of superintendence, correspondence, and keeping the records; the latter includes the registering of employers' applications for help. These five departments for the registration of applicants for employment are as follows:

1. Unskilled males, embracing the registration of laborers, teamsters, agricultural, hotel, and restaurant help.
2. Skilled males, embracing the registration of mechanics, factory and mercantile help, etc.
3. Male minors under 18 years of age.
4. Unskilled females, embracing the registration of domestics, hotel and restaurant help.
5. Skilled females, embracing the registration of factory and mercantile help, stenographers, etc.

Each of these departments is in charge of an especially qualified clerk, since it requires a person of large sympathy, tact, good judgment, and knowledge of human nature to assign a person in one of the several classes of applicants for employment to a position calculated to suit an employer's needs. Employers sometimes say, — "Do not send a whole lot of people to my place to take up my time; send two or three. You know what I want." They seem, in short, and not without reason, to expect our clerks to be, to a large extent, specialists who should relieve them as much as possible of the trouble and annoyance in selecting proper help. In the beginning it was intended to give preference to priority of registration or to those having a number dependent upon them for support, but experience has proved

this impracticable. A method which gives the most satisfaction to the employer and employee alike is for the seeker for employment to call at the office frequently — if he wants work he will do so — and when there is anything to meet his case he is offered a position. We do not, however, allow any loitering about the office, holding that it should not be a mere rendezvous for the unemployed. Applicants for employment are encouraged to come again, and to come often, but not to remain standing or sitting about the office.

A simple and convenient card system for filing applications for employment and for help has been adopted. Upon the registration card of the applicant for employment are recorded the name and address, and a statement of the position desired. If the applicant is a stenographer or typewritist, the system and machine used and the speed attainable are recorded; in the case of a bookkeeper, the applicant is asked to state in what system he is most proficient. The experience of each applicant as to time is also asked, as well as a statement of wages or salary expected. There are also blanks on the registry slip for recording the color or race of the applicant, the age, place of birth, conjugal condition, whether living at home or boarding, the religion, whether or not a member of a trade union, and the duration of employment or unemployment during the 12 months preceding the application. The question as to religion is asked only because in some instances, particularly in the matter of household help, the employer requires information upon this point. It is not asked of the applicant for any inquisitorial or statistical purpose and is never pressed if the applicant does not care to answer it willingly. The question as to membership in a trade union is asked chiefly for a statistical purpose, since a tabulation of the replies may be expected to throw some light upon the extent to which the unemployed patronizing the office are trade unionists. On the reverse of this card are blanks for recording any references that the applicant may give, and there is also space for recording the names of employers to whom the applicant may be sent subsequently.

The employer's registry card has blank spaces for the address and telephone number, the character of the business, kind of work for which help may be wanted, the number wanted, the

age limit if any, the hours per week which the applicant is expected to work, a statement as to whether payment is made by the hour, day, week, month, or piece, and the rate of wages. On the reverse of this card are blank spaces for filling in further particulars when it is domestic help that is wanted. In such cases employers are asked to state the number in the family, the number of servants, whether the help wanted is expected to do cooking or washing, or both, the religion of the family, and whether the family lives in a house or an apartment.

All employees' registry slips are kept alphabetically, but separately by sex. Whenever the person registered is sent out to an employer, a memorandum is made on the back of the slip, showing the employer's number, the date the applicant was sent, and whether or not the applicant was hired. By this means a complete record of the applicant's dealings with the office is always on hand for ready reference. In special cases, skilled help are registered and classified according to occupation until after a period of 30 days, when the cards are sorted out and arranged alphabetically by surnames. The occupational classification of this grade of help, in the first instance, is for the purpose of having readily at hand a list of persons who can be reached immediately by telephone or mail. The office requires that all positions to which applicants are sent shall be reported as filled or not filled, and none are counted in our records of "positions secured" unless definite information to that effect has been received. But the difficulty of getting precise returns for the number of positions secured is obvious. If people get what they want, whether help or employment, they are too often prone to neglect a duty they plainly owe to the free employment office, namely, to report the fact. Employers in particular, while they may be very grateful for the prompt attention given their applications, are not always so punctual in reporting back to the office when they have benefited by its service as they are when the help was not secured or when more help is wanted, but whenever they can be reached by telephone the desired information is usually secured.

While we cannot undertake to guarantee references or the quality of help furnished to employers, as in some cases is done by private agencies which charge fees, we do endeavor to keep

a record of applicants which will give some information as to their general character, integrity, and honest desire for employment. This system is the result of an effort to improve the service to employers who claim that an office where no fee is charged has a tendency to make the employees feel that they can leave the employment whenever they choose to do so without reasonable notice, and that it has a tendency to make them shiftless and migratory. On the other hand, we deem it our duty to furnish applicants for employment with information concerning prospective employers, which, in our judgment, the applicants have a legitimate right to possess. Thus if we know that a strike or a lockout is on in a certain establishment which has registered with us for help, applicants for employment are informed of that fact when offered the opportunity for employment with the concern in question. We deem it but fair that, if an applicant for employment has any scruples against accepting employment in an establishment where there is a strike or a lockout, he is entitled to this information in order that he may govern himself accordingly, and if he decides to accept the offer he can thus do so with full knowledge of the circumstances. No discrimination has been made in the service of the office between union and non-union labor.

We have had calls for help and situations from every State in New England and from New York, West Virginia, Nebraska, Maryland, North Carolina, New Brunswick, Nova Scotia, the Bermudas, the West Indies, and from a very large number of municipalities of this State. Under a strict interpretation of the law, however, registration must be confined to residents of Massachusetts, and I would strongly advise the modification of this provision to at least a degree that would authorize our sending applicants for employment to employers in other States, if the applicants are willing to go to them, bearing in mind, of course, that employers of our own State should be given the first call upon our services.

We have given a fair trial to the mail order plan of furnishing employment, but it was found to be expensive, unresponsive, and unsatisfactory. The mail order idea might be successful in a sparsely settled agricultural State but not in a thickly settled manufacturing Commonwealth like Massachusetts.

Positions sometimes are secured indirectly through this office. Applicants are sent in response to requests for help and, failing to secure the position, they inform their friends, who, in turn, call on the employers and are hired. We have no record of positions thus filled.

Along the line of supplying to the unemployed information as to where they may obtain work, I have arranged with the Federal and State Civil Service Commissions and the Army and Navy Recruiting Offices for posting their bulletins. The "help" columns of the newspapers are also frequently posted. The policy of sending special agents among employers to solicit business, which was tried during the first few months, was given up, as experience showed that it was expensive and unsatisfactory. Early in March, at my suggestion, an "out" telephone service was put in and placed in charge of a clerk, who keeps in direct and frequent communication with employers. This has proved a valuable substitute for traveling solicitors. At present, therefore, we have no such agents outside and no paid newspaper advertisements.

There has been a good demand for skilled labor throughout the year. Any good mechanic who desired employment could readily secure it at fair compensation. Manufacturing establishments with plants in isolated districts have had great difficulty in obtaining and retaining sufficient help. This condition is responsible for the fact that certain concerns have felt obliged to move their plants nearer to the cities, where the employees, being near centres of entertainment, are likely to be better contented.

There has been a steady demand also for factory women (in laundry, dye-house, clothing, candy, and fancy goods shops, for both in and out of the city), with a limited supply. Very few are willing to leave the city even at good wages. We have a good supply of girls who have attended commercial schools and colleges, or taken correspondence courses (stenographers, typewriters, and bookkeepers), but little demand for their services. Most of such institutions are attended by a large number of young men and women from the surrounding country and have employment bureaus connected with them which undertake to guarantee their graduates permanent employment.

The demand for girls and women as domestics and for general housework is much in excess of the supply, and we have been unable to fill more than one-half of the places open to this class of employment. It is often said that immigrant girls should naturally, if properly directed, find their way to this office and be available for household service, but, although we have kept in close communication with the various immigration societies and have, on occasion, sent representatives of the office to the incoming steamers with a view to obtaining the labor necessary to meet the needs of employers, little success has attended our efforts. In only a very few instances is the class of immigrant girls now coming to our shores found willing to engage in domestic service, the overwhelming majority of them preferring some other kind of employment. The heaviest immigration at the present time from Europe is that from Italy, but the Italian girls will not listen to a proposition to enter household service. Usually relatives or friends are on hand at the wharf to greet the prospective American citizen and, as a rule, he has a fixed destination. There are, moreover, local organizations that have agents to look after the interests of the several nationalities. So it happens that, for one reason or another, the newly-arrived immigrant seldom finds his way into the public employment office, but secures his employment, in the first instance, through some other channel.

We have, with fair success, made special efforts to supply agricultural help. Numerous calls for farm hands have come from the more remote sections of the State, which could not be supplied because the men obtainable declined to go so far for employment when it could be secured nearer at hand. The difficulty in supplying good farm help is sometimes attributed to the rigid prohibition policies which are in operation in rural districts, but it will probably be conceded that in many cases the remedy suggested, license, would be worse than the disease. Another cause, and a more obvious, of this scarcity is that the country boys, as a rule, leave their homes to seek better opportunities, the chances for advancement in their native towns being limited. The farm boys receive small wages and have very little time for rest or recreation. Their winters are even duller than their summers, and their pay generally lower. Few boys of am-

bition can rest content under these conditions. A remedy may be found in educating the country boy in the field of intensive agriculture.

The public does not yet fully realize that the employment office business covers the whole field of diversified industry, but when one considers how diversified labor itself is, it should not seem strange that one may go to the same office and get a carpenter, a hod carrier, a domestic, a teacher, a high grade stenographer or bookkeeper, or a common unskilled laborer. The labor market, broadly speaking, may be divided into two classes, a superior and an inferior, and an analysis of these two classes will serve to show the need of differentiation in service required in the employment office business. The superior labor market embraces all occupations requiring some degree of skill. It is not easy to define these occupations exactly, but in practice it is not ordinarily difficult to draw the line.

The inferior class of labor is of three distinct kinds, — those who are physically unable to do a man's work; those who, though able, are unwilling to do any work; and those who are neither able nor willing to do a man's work. The latter require the attention of agencies other than employment offices. The physically unable include those innocent victims of misfortune, the cripples, the aged and infirm, who are the most averse to anything like charity, and are often the most deserving of sympathy. To provide work for them is a difficult problem for the employment agency, and they, too, must in most cases be cared for by society in some other way. On the other hand there are those who, though able-bodied, are shiftless, lazy, or incompetent; they pretend to look for work, but are likely to be exceedingly finical as to the kind they are willing to accept.

Then there is still another class to whom it would perhaps be unjust to apply the descriptions above given. They are the men, many of them married and having families dependent upon them, who, while not infirm, have comparatively little physical strength or endurance and are incapable of hard manual labor, which, even if they undertake, they cannot perform for any protracted period. They are in many instances the victims of business economies, thrown out of employment through no fault of their own. It is no solution of the problem of livelihood

for a bookkeeper or clerk in a mercantile establishment when, at 45 or 50 years of age, suddenly thrust on the world to find a new place for himself, he is told that he can have a job as a blacksmith or a stonemason if he will take it. Somewhere in between the inferior and superior labor market is this great class,—those apparently willing and anxious to earn an honest living but who are ill-equipped through lack of early advantages, men who have never learned a trade and who are fit in fact only for employment requiring little or no physical strength or mental capacity.

Anything which tends to weaken or discourage habits of thrift is to be deprecated. The sad truth must be acknowledged and deplored that great numbers are brought to poverty and destitution by improvidence and intemperance. This office is, and has been, working in conjunction with various philanthropic associations throughout the metropolitan district, as well as the State and local boards of charity. These associations send a number of unemployed to the office, and later make inquiry asking for the names of those who have called in search of work. In this way the lazy and shiftless are watched, those who have evaded work are brought to light, and the municipalities and Commonwealth are thereby saved a sum of money not easy to compute. More satisfactory results for the unemployed might, in my judgment, be obtained if it were possible for the various free private agencies in the metropolitan district to establish a sort of central clearing house for their various activities.

The Boston Free Employment Office is one of the largest of its kind in the United States, and though in operation only a year, it has had visitors from many other States and foreign countries. Members of city and State governments, judges, publicists, philanthropists, students of social economy, college and social settlement workers, commissioners of labor, and officials of the local and State branches of organized labor, representatives from the Canadian, English, German, Italian, and Swedish governments, and visitors from Mexico, Cape Colony, and Australia have been among our callers.

During my year of service I have endeavored to so conduct the office as to inspire the largest amount of public confidence,—to the end that we might be able to procure the best available

help for employers and the most desirable positions for the working people seeking our aid. In common with the general public our business men are now, I believe, accepting the office as an authority on the help question. The experimental stage has been passed; the popularity and usefulness of the office are steadily increasing; it has won deserved success in nearly every department; but at the same time persistent effort should not be relaxed, for by close application to essential details its value to the citizens can be increased, and it can be made in Massachusetts what it has proved to be elsewhere, of incalculable value to both capital and labor.

Respectfully submitted,

WALTER L. SEARS,
Superintendent.

Principal Office Forms in Use.*Registration Card for Applicant for Employment.*

(Obverse.)

COMMONWEALTH OF MASSACHUSETTS		
Card No.	[FEO-27]	
Name		
Residence		
Telephone	T. U.	
POSITION DESIRED		Color or Race
		Age
		Conjugal Condition
		Home or Board
Experience	Religion	
Y.	M.	
Place of Birth		Employed
STENOGRAPHER OR TYPEWRITIST	BOOKKEEPER	
S. or T.	Double	Received by
System	Single	Date of Application
Machine	Safeguard	
Speed	Card	Date position filled
Wages or Salary		

Principal Office Forms in Use.*Registration Card for Applicant for Employment.*

(Reverse.)

REFERENCES

Names and Addresses

Employer's No.

Date Sent

Signature of Applicant

Registration Card for Employers Seeking Help.

(Obverse.)

**COMMONWEALTH OF MASSACHUSETTS
EMPLOYER'S REGISTRY CARD**

[FEO-28]

Name

Address

Business

Kind of Work

Telephone

Number Wanted

Age Limit

Hours per Week

Paid by Hour

Rates

Day

Week

Month

or Piece

Applications Filed

Received by

Position filled

Registration Card for Employers Seeking Help.

(Reverse.)

Further Particulars

Postal Card Notification of Employment in Prospect.

[FEO-25]

Commonwealth of Massachusetts



**FREE EMPLOYMENT
OFFICE**

NO. 8 KNEELAND STREET

BOSTON,..... 190

Please call at this office at your earliest convenience. We think we can procure a place for you

Please bring this Card with you

**WALTER L. SEARS, SUPERINTENDENT
G. HARRY DUNDERDALE, CLERK**

OPEN

**EACH WEEK DAY, - - - 9 A.M. TO 5 P.M.
THURSDAY EVENINGS, - - - 6 TO 9 O'CLOCK**

Card Supplied Charities and Others, Introducing Unemployed.

[FEO-22]

To the Superintendent,
State Free Employment Office,
8 Kneeland Street, Boston, Mass.

The Bearer,

is out of employment, and is sent to you hoping that you have a vacancy that the applicant can fill.

(Name)

(Address)

(Business)

1907.

BOSTON,

Introduction Card to Employers.

Commonwealth of Massachusetts

FREE EMPLOYMENT OFFICE

8 KNEELAND STREET

Telephone, Oxford 1383

BOSTON, 190

To.....

This will introduce
as an applicant for the position at your disposal.

WALTER L. SEARS, SUPT.

Employer please fill out blank below and return card by mail. If applicant is not
engaged, write in the word **NOT**.

The above-named applicant has..... been hired by

Name of Employer.....

Address.....

[FEO-26]

Card of Inquiry to Employers to be Returned to Office

From the
Commonwealth of Massachusetts

Telephone, 1383 Oxford
FREE EMPLOYMENT OFFICE
No. 8 KNEELAND ST., BOSTON, MASS.

To the Employer: —

In answer to your application for help we have sent person

1. Did you employ any of them?
2. If so, whom?

3. If not, shall we continue to send applicants?
A prompt reply by telephone, letter, or in person, is essential for the best results.

This office is maintained by the State and no fee is charged to those seeking or receiving its benefits.

Respectfully,

WALTER L. SEARS

Superintendent

[FEO-24]

SECOND ANNUAL REPORT

OF THE

CHIEF OF THE BUREAU OF STATISTICS OF LABOR

ON THE

STATE FREE EMPLOYMENT OFFICES

FOR THE

Year Ending November 30, 1908.



BOSTON:
WRIGHT & POTTER PRINTING CO., STATE PRINTERS,
18 POST OFFICE SQUARE.
1909.

APPROVED BY
THE STATE BOARD OF PUBLICATION.

SECOND ANNUAL REPORT ON THE STATE FREE EMPLOYMENT OFFICES.

This, the Second Annual Report on the State Free Employment Offices, covers the second complete year's operation of the Boston office and the first complete year's operation of the Springfield and Fall River offices. The story of what these offices have done, for both employers and those seeking employment, during the year ending November 30, 1908,¹ is told in the tables given on pages 14 to 20 and is summarized in the following statement:

Applications for Employment.

CITIES	Males	Females	Total
Boston,	34,554	12,009	46,563
Springfield,	5,527	1,617	7,144
Fall River,	2,256	1,442	3,698
Aggregates,	42,337	15,068	57,405

Aggregate Number of Persons Called for by Employers.

CITIES	Males	Females	Total
Boston,	6,148	6,677	12,825
Springfield,	1,719	1,485	3,204
Fall River,	1,046	1,905	2,951
Aggregates,	8,913	10,067	18,980

Positions Filled.

CITIES	Males	Females	Total
Boston,	4,531	5,410	9,941
Springfield,	1,445	986	2,431
Fall River,	945	1,638	2,583
Aggregates,	6,921	8,034	14,955

¹ In the first report, issued a year ago, it was deemed desirable to describe in some detail for the benefit of the public the methods by which the offices were conducted and the general policies adopted in their operation. It is not considered necessary to repeat those observations here, and the reader who may be interested in a more general study of the subject is therefore referred to the report for 1907.

The cost of maintenance (*i.e.*, current running expenses) of the three offices and the per capita cost on this basis of each position secured was as follows:

CITIES	Maintenance	Per Capita
Boston,	\$14,942.06	\$1.50
Springfield,	2,612.32	1.07
Fall River,	1,805.91	.70
Total,	\$19,360.29	\$1.29

To this should be added the cost of new equipment, amounting to \$152.04 (Boston, \$97.90; Springfield, \$45.24; Fall River, \$8.90), and certain expenditures which could not properly be apportioned between the three offices, amounting to \$1,092.07,¹ making the total expenditures by the department on account of the offices for the year, \$20,604.40, and leaving a balance of \$4,395.60 unexpended and reverting to the treasury. In addition to the amount expended by this department, however, there was expended by the Sergeant-at-Arms from his appropriation for furniture and fixtures for the Free Employment Offices, \$149.56 (Boston, \$64.05; Springfield, \$85.51); the actual cost to the Commonwealth (including maintenance, equipment, and other expenses) for each position secured or filled was, therefore, \$1.39.

It is seen that there were recorded at the three offices during the year under consideration a total of 57,405 applications for

¹ This includes an expenditure of \$751.27 in carrying out the provisions of Chapter 306 of the Acts of 1908, which authorized the Chief of the Bureau of Statistics of Labor "to furnish weekly to the clerks of all cities and towns of the Commonwealth printed bulletins showing the demand for employment, classified by occupations, to such an extent as may be feasible and indicating the city or town in which the employees are wanted, such information to be based upon the applications for employees made at the free employment offices under the jurisdiction of said bureau." Although the terms of this act did not require the Chief of the Bureau to issue such a bulletin, he believed it to be his duty, as a matter of good faith, to comply with the apparent desire of the Legislature that the experiment be tried for the purpose of ascertaining whether it might prove to be of practical value. It proved to be impossible to condense the information which the law contemplated should be furnished so that it could be presented in a form sufficiently simple to serve its purpose, and to distribute it quickly enough to possess the quality of timeliness. The amount of business transacted by the Free Employment Offices showed no increase as a result of the publication of the bulletin, and it was impossible to detect any benefit derived from it beyond, possibly, a certain amount of incidental advertising which it gave the offices. After issuing the bulletins for 17 weeks, a period which seemed sufficient to afford a fair trial, their publication was abandoned.

employment, in response to which 32,654 offers of positions were made by the offices, while an aggregate of 14,955 positions were actually reported as secured; and that the aggregate number of persons applied for by employers was 18,980. It thus appears that the percentage of positions filled of the whole number of persons called for was, for the Boston office, 77.51; for the Springfield office, 75.87; for the Fall River office, 87.53. The percentage of positions filled of the whole number of applications for employment was, for the Boston office, 21.35; for the Springfield office, 34.03; for the Fall River office, 69.85. Combining these percentages we find that the number of positions secured or filled by all the offices was 26.05 per cent of the total number of applications for employment and 78.79 per cent of the total number of persons applied for by employers; the former percentage figure reflects the extent to which the offices have been able to serve those out of employment, while the latter, on the other hand, reflects the extent to which they have been able to serve the employer in securing for him the help he has wanted. As the offices are established for the purpose of serving both classes, their business must be considered from both points of view in order to properly gauge the degree of efficiency attained in meeting the objects of their creation. The figures of "help wanted" do not, however, always represent actual conditions, since employers often apply for many more persons than they actually need in order that they may obtain a number to select from, a condition the offices now anticipate by trying to ascertain the number really needed and by sending a sufficient number from which to choose. The housework proposition, also, is a hard one to meet, as the demand far exceeds the supply. Under these conditions no employment office could possibly supply 100 per cent of the demand, if it honestly counted all orders for help.

One of the questions most frequently asked concerning the State Free Employment Offices is as to the kind of positions which the offices are chiefly able to fill. This inquiry is in part answered by the table on page 18, which shows the number of positions secured at the three offices, classified by occupations. A summary of this table is here given:

OCCUPATIONS.	Males	Females	Totals
Agricultural pursuits,	1,349	—	1,349
Professional service,	40	—	40
Domestic and personal service,	2,014	7,035	9,049
Trade and transportation,	1,423	312	1,735
Manufacturing and mechanical pursuits,	1,714	607	2,321
Apprentices,	97	11	108
Other trades and occupations,	284	69	353
Totals,	6,921	8,034	14,955

It will be observed from the above table that of the total number of persons for whom employment was secured at the three offices, 9,049, or 60.51 per cent, are classified as in domestic and personal service, and that the number of females thus classified, 7,035, forms 87.58 per cent of the whole number of females for whom positions were secured. The number of males similarly classified, 2,014, was 29.10 per cent of the whole number of males; of this 2,014 there were 581 laborers, 420 general workers, 296 kitchen men, and 163 cooks. Of the 1,423 males classified under trade and transportation 660 were "boys,"¹ and the next largest number, 172, were teamsters. The males who were found positions in manufacturing and mechanical pursuits numbered 1,714; and of these 439 were found employment during the winter season as ice cutters, 208 as carpenters, 161 as painters, 136 as firemen, 119 as engineers, and 111 as machinists. Of the 7,035 females for whom positions were found in domestic and personal service 2,154 were general housework girls, 1,321 were day workers, cleaners, and washerwomen, 787 were waitresses, 593 were kitchen workers, 531 were cooks, 236 were chambermaids, 205 were scrubwomen, 205 were dishwashers, 197 were housekeepers, 131 were laundresses, and 104 were nurse girls.

A special effort was made during the past year to attract the patronage of a high grade of office help, and a special application blank was prepared for this particular class, 624 persons availing themselves of the opportunities afforded by the Boston

¹ The term "boys" in this connection is used in the generic sense, and has no reference to age; it includes adult men who give their occupation as "elevator boys," "bell boys," etc.

office. More than 280 different kinds of occupations are represented in the registrations which resulted, a large number of the applicants being capable of filling positions of trust and responsibility at salaries running, in some cases, as high as \$2,500 per annum.

It is of passing interest to note that, although Fall River has very little industrial life outside the cotton factories, there were only 55 cotton mill operatives among the total number (2,583) for whom positions were found at the Fall River office.

One of the principal objects in keeping statistical records is, or should be, the opportunity afforded of making comparisons between given periods of time and other correlations of data, by which progress in accomplishment or fluctuating conditions may be noted and a basis furnished for inquiring into causes and properly judging the value of the service reflected by the figures. Thus, the tabulation of the leading items in the data which have been kept to show the business of the Boston office for the two years since it has been in operation gives us the following interesting comparison:

A Comparison of the Statistics of the Boston Office for 1907 and 1908.

CLASSIFICATION.	1907	1908	Per Cent of Increase (+) or Decrease (-)
Applications for employment,	44,910	46,563	+3.68
Persons applied for,	33,696	12,825	-61.94
Applications from employers,	21,641	10,856	-49.84
Individual employers,	8,532	10,603	+24.27
Offers of positions,	44,876	24,445	-45.53
Number of individuals to whom one position was offered,	17,227	8,531	-50.48
Number of individuals to whom more than one position was offered,	6,441	4,046	-37.18
Total number of individuals to whom positions were offered,	23,668	12,577	-46.86
Number of positions reported filled,	14,480	9,941	-31.35
Number of individuals for whom one position was secured,	9,563	4,954	-48.20
Number of individuals for whom more than one position was secured,	1,144	1,581	+38.20
Total number of individuals for whom positions were secured,	10,707	6,535	-38.97
Number of trade union members applying for employment,	750	643	-14.27
Number of trade union members for whom positions were secured,	441	139	-68.48

It is most gratifying to note that while the number of persons applied for by employers during 1908 at the Boston office fell off nearly 62 per cent from the number of the year before,

when the demand for labor in many industries could not be supplied, and while the number of applications from employers also showed a falling off of nearly 50 per cent, the number of *individual employers* patronizing the office increased from 8,532 in 1907 to 10,603 in 1908, *i.e.*, over 24 per cent. Thus, while industrial conditions operated to reduce the aggregate demand on the office for help, such demands as were made came from a wider area, over 2,000 employers becoming acquainted for the first time by actual experience with the service which the office was prepared to render them. The 10,603 employers now registered at the Boston office are largely patrons doing business in the Metropolitan District, but they include many from all the New England States, some from the British Provinces, and a few even from distant States of the Union.

I think I may, without impropriety, say that the experience gained during the past year has resulted in the Boston office being conducted with less waste of energy and labor than was the case during the first year that the office was in operation, and that the economies effected which have resulted in a material reduction in the cost of maintenance have not in any way detracted from the quality of the service rendered or affected unfavorably its volume. The actual cost of maintaining the office, exclusive of expenses properly chargeable to equipment, for the year ending November 30, 1907, was \$19,564.83, and for the year ending November 30, 1908, \$14,942.06,—a reduction of \$4,622.77. (Indeed, the cost of maintenance of the three offices,—Boston, Springfield, and Fall River,—during the past year, \$19,360.29, was less than that of the Boston office during its first year). It is thus apparent that the increase in the cost per capita, based upon the number of positions secured, from \$1.35 to \$1.50, in the face of this substantial reduction in the cost of maintenance is directly accounted for by the decrease in the number of positions secured, which fell off from 14,480 to 9,941, or over 31 per cent. The decrease in the amount of business done by the office was unquestionably due to the industrial depression which set in in the latter part of 1907 and from which there is not yet complete recovery.

The increase in the number of applications for employment

in 1908 over those recorded for 1907 may seem surprisingly small in view of the large increase in unemployment due to conditions prevailing in the business world, and generally known to exist. The only explanation that can be offered, under the circumstances, is that the figure given for 1907 is in part deceptive, since the 44,910 applications credited to that year included many duplications recorded during the first few months after the opening of the office, such as it was possible to eliminate when the business of the office had been more thoroughly systematized. On the other hand, after the first shock of the panic of October, 1907,—the result of which was quickly felt at the employment offices,—was over, the seekers for employment, realizing in many instances that no substantial hope of immediate employment could be held out to them, declined to make application with sufficient formality to admit of an office record being made. For these reasons, therefore, it is probable that our statistics of applications for employment in 1907 are to a certain extent inflated, while the corresponding figures for 1908, though more accurate as they stand, do not fully represent the unemployment that was actually manifested in person to the clerks behind the counters at the offices. To the extent that this criticism of our own statistics as to applications for employment is true, they probably do not constitute an adequate index of actual conditions.

The other data given in the preceding table are, however, of such a nature that it has been possible to gather them with a much greater degree of exactness, and the differences in the record between the two years may be accepted as fairly typical of real differences in conditions existing in the industrial world. These conditions were such in 1908 that the Boston office was able to make an aggregate of but 24,445 offers of positions, as against 44,876 in 1907,—a decrease of over 45½ per cent. The number of individuals to whom one position was offered fell off over 50 per cent, while the number to whom positions were offered more than once fell off over 37 per cent,—a total decrease in the number of individuals to whom positions were offered from 23,668 to 12,577, or 46.86 per cent. The falling off of nearly 50 per cent in the “Number of individuals to whom positions were offered,” compared with last year, is

occasioned partly by the lessened demand, but is also partly due to the greater care which is taken in the selection of employees; also, fewer persons are sent in proportion to the number wanted.

Comparing actual results in the matter of individuals for whom positions were secured or filled, we find a falling off in the total from 10,707 to 6,535, or nearly 39 per cent. When this total is analyzed we note that while the number of persons for whom one position was secured during the year fell off in 1908 from the corresponding number for 1907 over 48 per cent, the number for whom more than one position was secured increased over 38 per cent. The chief significance of this fact would appear to be its indication that steady, permanent positions were much more difficult to procure during the period of industrial depression than positions in which the employment is temporary. One would perhaps naturally expect this to be the case, and it may belong to the category of social facts which are so obvious as to require no statistical demonstration; but here at least is the record.

During the past year more than 740 persons in need of employment were referred to the Boston office by State and local boards of charity, ministers, judges, public officials, business men, and others. Owing chiefly to the extreme business depression and partly to the infirmities of some and want of vocation of others, only 362 of them could be offered employment, and of these 140 succeeded in obtaining work. The Free Employment Offices can, of course, assist the unemployed only in proportion to the degree of support given by the employing public.

The Boston office remains in charge of Walter L. Sears, as Superintendent, and G. Harry Dunderdale, as Assistant and Chief Clerk, in addition to whom there are at the present time eight persons employed in clerical work and two in other capacities. This is two less than the number employed at the Boston office a year ago,—one clerk, William S. Alden, having died in the meantime and it being deemed unnecessary to fill the vacancy; and another, Chester W. Allen, having been transferred to Springfield and appointed Superintendent of the

office in that city, January 1, 1909. Mr. Allen succeeded Morrison D. Montague, who had been Superintendent of the Springfield office since its establishment in September, 1907. Mr. Montague remains in the employ of the Springfield office, succeeding a clerk who has left the service. Mr. Frederic J. Gagnon continues as Superintendent of the Fall River office. I wish to record my appreciation of the conscientious and industrious service rendered by those responsible for the immediate conduct of the several offices.

CHARLES F. GETTEMY,
Chief, Bureau of Statistics of Labor.

JANUARY 5, 1909.

STATISTICAL TABLES.

[13]

TABLE I.—*Summary of the Business of the Boston Office for the Year Ending November 30, 1908.*

CLASSIFICATION.	Males	Females	Total
Number of <i>Applications</i> for Employment,	34,554	12,009	46,563
Total Number of <i>Applications</i> from Employers,	· · · ·	· · · ·	10,856
Total Number of <i>Individual Employers</i> who Applied for help, Number of <i>Persons Applied for</i> by Employers,	6,148	6,677	10,603 12,825
Number of offers of Positions, Number of Individuals to whom one Position only was offered, Number of Individuals to whom more than one Position was offered,	13,118 5,697 1,891	11,327 2,834 2,155	24,445 8,531 4,046
Total Number of <i>Individuals</i> to whom Positions were offered,	7,588	4,989	12,577
Number of <i>Positions Reported filled</i> ,	4,531	5,410	9,941
Number of Individuals for whom one Position was secured, Number of Individuals for whom more than one Position was secured,	2,722 564	2,232 1,017	4,954 1,581
Total Number of <i>Individuals</i> for whom Positions were secured,	3,286	3,249	6,535

TABLE II.—*Summary of the Business of the Springfield Office for the Year Ending November 30, 1908.*

CLASSIFICATION.	Males	Females	Total
Number of <i>Applications</i> for Employment,	5,527	1,617	7,144
Total Number of <i>Applications</i> from Employers,	1,199	1,327	2,526
Total Number of <i>Individual Employers</i> who Applied for help, Number of <i>Persons Applied for</i> by Employers,	1,719	1,485	1,201 3,204
Number of offers of Positions, Number of Individuals to whom one Position only was offered, Number of Individuals to whom more than one Position was offered,	2,192 958 359	1,748 520 272	3,940 1,478 631
Total Number of <i>Individuals</i> to whom Positions were offered,	1,317	792	2,109
Number of <i>Positions Reported filled</i> ,	1,445	986	2,431
Number of Individuals for whom one Position was secured, Number of Individuals for whom more than one Position was secured,	801 203	399 135	1,200 338
Total Number of <i>Individuals</i> for whom Positions were secured,	1,004	534	1,538

TABLE III.—*Summary of the Business of the Fall River Office for the Year Ending November 30, 1908.*

CLASSIFICATION.	Males	Females	Total
Number of <i>Applications</i> for Employment,	2,256	1,442	3,698
Total Number of <i>Applications</i> from Employers,	432	1,814	2,246
Total Number of <i>Individual Employers</i> who Applied for help,	1,046	1,905	830
Number of <i>Persons Applied for</i> by Employers,			2,951
Number of offers of Positions,	1,435	2,834	4,269
Number of Individuals to whom one Position only was offered,	484	434	918
Number of Individuals to whom more than one Position was offered,	75	349	424
Total Number of <i>Individuals</i> to whom Positions were offered,	559	783	1,342
Number of <i>Positions Reported filled</i> ,	945	1,638	2,583
Number of Individuals for whom one Position was secured,	394	415	809
Number of Individuals for whom more than one Position was secured,	43	168	211
Total Number of <i>Individuals</i> for whom Positions were secured,	437	583	1,020

TABLE IV.—*Consolidated Summary of the Business of the Three State Offices for the Year Ending November 30, 1908.*

CLASSIFICATION.	Males	Females	Total
Number of <i>Applications</i> for Employment,	42,337	15,068	57,405
Total Number of <i>Applications</i> from Employers,	6,505	9,123	15,628
Total Number of <i>Individual Employers</i> who Applied for help,	8,913	10,067	12,634
Number of <i>Persons Applied for</i> by Employers,			18,980
Number of offers of Positions,	16,745	15,909	32,654
Number of Individuals to whom one Position only was offered,	7,139	3,788	10,927
Number of Individuals to whom more than one Position was offered,	2,325	2,776	5,101
Total Number of <i>Individuals</i> to whom Positions were offered,	9,464	6,564	16,028
Number of <i>Positions Reported filled</i> ,	6,921	8,034	14,955
Number of Individuals for whom one Position was secured,	3,917	3,046	6,963
Number of Individuals for whom more than one Position was secured,	810	1,320	2,130
Total Number of <i>Individuals</i> for whom Positions were secured,	4,727	4,366	9,093

TABLE V.—*Report of Business at Each Office Showing Labor*

	CLASSIFICATION.	Working Days	SUPPLY	
			Applications for Employment	Daily Average
1	Boston:			
2	Males,	304½	34,554	113.48
2	Females,	304½	12,009	39.44
3	Total,	304½	46,563	152.92
4	Springfield:			
5	Males,	305½	5,527	18.09
5	Females,	305½	1,617	5.29
6	Total,	305½	7,144	23.38
7	Fall River:			
8	Males,	305½	2,256	7.38
8	Females,	305½	1,442	4.72
9	Total,	305½	3,698	12.10
10	Consolidated Totals for three offices:			
11	Males,	304½	42,337	138.95
11	Females,	304½	15,068	49.45
12	Total,	1 304½	57,405	188.40

TABLE VI.—*Consolidated Report of Business by Months at All of November 30,*

	MONTHS.	Working Days	SUPPLY	
			Applications for Employment	Daily Average
1	1907.			
1	December,	25	8,048	321.92
2	1908.			
2	January,	27	6,312	233.78
3	February,	23½	4,591	195.36
4	March,	26	4,907	188.73
5	April,	25	4,212	168.48
6	May,	25	4,338	173.52
7	June,	125	5,233	209.78
8	July,	26	4,570	175.77
9	August,	26	3,276	126.00
10	September,	25	3,799	151.96
11	October,	27	3,986	147.63
12	November,	24	4,083	170.13
13	Total,	304½	57,405	188.40

¹ Springfield and Fall River offices had 26 working days in

Supply and Demand for the Year Ending November 30, 1908.

DEMAND			POSITIONS OFFERED		POSITIONS FILLED		Percentages of Positions Filled of Persons Called for	Percentages of Positions Filled of Applications	
Number of Applications from Employers	Aggregate Number of Persons Called for	Daily Average	Number	Daily Average	Number	Daily Average			
4,874 5,982	6,148 6,677	20.19 21.93	13,118 11,327	43.08 37.20	4,531 5,410	14.88 17.77	73.70 81.02	13.11 45.05	1 2
10,856	12,825	42.12	24,445	80.28	9,941	32.65	77.51	21.35	3
1,199 1,327	1,719 1,485	5.63 4.86	2,192 1,748	7.18 5.72	1,445 986	4.73 3.23	84.06 66.40	26.14 60.98	4 5
2,526	3,204	10.49	3,940	12.90	2,431	7.96	75.87	34.03	6
432 1,814	1,046 1,905	3.43 6.23	1,435 2,834	4.70 9.28	945 1,638	3.09 5.36	90.34 86.03	41.89 118.59	7 8
2,246	2,951	9.66	4,269	13.98	2,583	8.45	87.53	69.85	9
6,505 9,123	8,913 10,067	29.25 33.02	16,745 15,909	54.96 52.20	6,921 8,034	22.70 26.36	77.65 79.81	16.35 53.32	10 11
15,628	18,980	62.27	32,654	107.16	14,955	49.06	78.79	26.05	12

the Offices Showing Labor Supply and Demand for the Year Ending 1908 — Both Sexes.

DEMAND			POSITIONS OFFERED		POSITIONS FILLED		Percentages of Positions Filled of Persons Called for	
Number of Applications from Employers	Aggregate Number of Persons Called for	Daily Average	Number	Daily Average	Number	Daily Average		
1,031	1,182	47.28	2,325	93.00	1,055	42.20	89.26	1
1,121 995	1,379 1,557	51.08 66.26	2,571 2,502	95.22 106.47	1,081 1,304	40.03 55.49	78.39 83.75	2 3
1,276	1,460	56.16	2,601	100.04	1,110	42.69	76.03	4
1,391	1,601	64.04	2,763	110.52	1,231	49.24	76.89	5
1,470	1,712	68.48	3,168	126.72	1,318	52.72	76.99	6
1,439	1,714	67.77	3,165	125.18	1,317	52.03	76.84	7
1,333	1,740	66.92	2,797	107.58	1,287	49.50	73.97	8
1,306	1,577	60.66	2,590	99.61	1,244	47.86	78.88	9
1,601	1,931	77.24	2,885	115.40	1,478	59.12	76.54	10
1,474	1,694	62.73	2,644	97.93	1,411	52.26	83.29	11
1,171	1,433	59.71	2,643	110.13	1,119	46.63	78.09	12
15,628	18,980	62.27	32,654	107.16	14,955	49.06	78.79	13

June, making 305½ working days for the year in those offices.

TABLE VII.—*Persons for whom Positions were Secured, Classified by Sex and Occupations.*

SEX AND OCCUPATIONS.	Boston	Springfield	Fall River	Totals
<i>Males.</i>	4,531	1,445	945	6,921
Agricultural pursuits:				
Corn huskers,	—	29	—	29
Farm hands,	568	426	100	1,094
Gardeners,	28	7	14	49
Onion laborers,	—	8	—	8
Pickers (peas),	—	13	—	13
Potato laborers,	—	7	—	7
Tobacco workers,	—	64	—	64
Wood choppers,	33	31	21	85
Professional service:				
Theatrical supernumeraries,	40	—	—	40
Domestic and personal service:				
Carpet cleaners,	3	3	—	6
Chefs,	23	1	—	24
Cleaners,	29	9	—	38
Cooks,	140	7	16	163
Dishwashers,	95	3	4	102
Elevator tenders,	54	4	—	58
Furnace tenders,	9	4	—	20
General workers,	305	63	52	420
Institution employees,	8	2	—	10
Janitors and assistants,	40	7	3	50
Kitchenmen,	281	7	8	296
Laborers (general),	278	208	95	581
Laundry workers,	8	3	2	13
Lumpers,	29	—	—	29
Pin setters,	5	—	—	5
Porters,	71	7	5	83
Restaurant workers,	23	4	—	27
Vacuum sweepers,	—	6	—	6
Waiters,	48	1	1	50
Watchmen,	6	3	1	10
Window cleaners,	23	—	—	23
Trade and transportation:				
Agents (n. s.),	4	12	2	18
Bookkeepers,	9	—	—	9
Boys (errand, office, etc.),	624	17	19	660
Canvassers,	61	19	15	95
Clerks (n. s.),	20	7	18	45
Coal shovelers,	32	4	—	36
Distributors (circulars, etc.),	66	19	5	90
Drivers (n. s.),	18	3	—	21
Office workers,	11	—	—	11
Packers,	18	1	—	19
Paper sellers,	67	—	—	67
Salesmen (n. s.),	23	12	6	41
Shippers and assistants,	33	—	1	34
Solicitors,	30	7	—	37
Stablemen,	44	6	4	54
Stenographers and typewriters,	13	1	—	14
Teamsters,	99	55	18	172
Manufacturing and mechanical pursuits:				
Bakers,	16	4	—	20
Blacksmiths,	15	6	5	26
Bottlers and washers,	8	—	—	8
Brass workers (n. s.),	16	3	—	19
Buffers,	9	—	—	9
Carpenters,	146	40	22	208
Concrete workers,	4	7	4	15
Cotton mill operatives (n. s.),	—	2	36	38
Electricians (linemen, etc.),	23	4	2	29
Engineers,	98	10	11	119
Factory workers (n. s.),	50	4	—	54
Firemen,	95	31	10	136
Ice cutters,	—	74	365	439
Iron workers (n. s.),	15	1	—	16
Machinists,	70	27	14	111

TABLE VII.—*Persons for whom Positions were Secured, Classified by Sex and Occupations*—Continued.

SEX AND OCCUPATIONS.	BOSTON	SPRINGFIELD	FALL RIVER	TOTALS
Manufacturing and mechanical pursuits — <i>Concluded.</i>				
Masons,	5	1	18	24
Meat cutters,	42	3	1	46
Metal workers (n. s.),	20	1	—	21
Painters,	128	33	—	161
Paperhanglers,	6	3	—	9
Plumbers,	35	4	1	40
Printers (n. s.),	9	13	1	23
Compositors,	37	2	—	39
Press feeders,	47	—	—	47
Pressmen,	11	—	—	11
Roofers,	6	—	—	6
Steamfitters,	8	1	—	9
Tailors,	12	1	1	14
Tinsmiths,	2	5	1	8
Woodworkers (n. s.),	8	1	—	9
Apprentices:				
Apprentices (n. s.),	92	5	—	97
Other trades and occupations,	179	73	32	284
<i>Females.</i>	5,410	986	1,638	8,034
Domestic and personal service:				
Addressers,	38	—	—	38
Art workers,	84	—	—	84
Chambermaids,	188	11	37	236
Cooks,	371	42	118	531
Companions,	—	2	—	2
Day workers (n. s.),	5	301	273	579
Cleaners,	216	30	99	345
Washerwomen,	133	18	246	397
Demonstrators,	22	2	1	25
Dishwashers,	200	—	5	205
Folders (circulars, papers, etc.),	45	—	—	45
Hotel employees,	18	—	—	18
Housekeepers,	108	40	49	197
Housework,	1,386	262	506	2,154
Institution employees,	7	—	—	7
Kitchen workers,	519	62	12	593
Labellers,	9	1	1	11
Laundresses,	113	7	11	131
Laundry employees,	18	—	10	28
Nurse girls,	45	14	45	104
Nurses,	19	2	14	35
Pantry workers,	75	1	—	76
Restaurant workers,	26	—	—	26
Scrubwomen,	201	2	2	205
Second girls,	82	8	73	163
Waitresses,	706	36	45	787
Ward maids,	9	1	3	13
Trade and transportation:				
Bookkeepers,	16	—	2	18
Canvassers,	54	1	6	61
Cashiers,	7	—	2	9
Clerks,	—	—	5	5
Cutters and pasters (press clipping),	18	—	—	18
Errand girls,	34	—	—	34
Office workers,	49	2	2	53
Saleswomen,	38	3	—	41
Stenographers and typewriters,	43	5	3	51
Store workers,	10	1	—	11
Telephone operators,	—	3	8	11
Manufacturing and mechanical pursuits:				
Bakers' helpers,	4	—	—	4
Bookbinders and folders,	6	5	—	11
Corset shop employees,	—	68	—	68
Cotton mill operatives,	—	—	19	19
Factory workers (n. s.),	273	33	—	306

TABLE VII.—*Persons for whom Positions were Secured, Classified by Sex and Occupations—Concluded.*

SEX AND OCCUPATIONS.	Boston	Springfield	Fall River	Totals
Manufacturing and mechanical pursuits— <i>Concluded.</i>				
Leather workers,	14	—	—	14
Machine operators,	3	—	—	3
Printing employees,	37	8	—	45
Seamstresses,	49	5	22	76
Stitchers,	46	3	—	49
Tailoresses,	11	—	1	12
Apprentices:				
Apprentices (n. s.),	10	1	—	11
Other trades and occupations,	45	6	18	69

TABLE VIII.—*Expenditures, Classified on Account of Free Employment Offices.*

	Boston	Springfield	Fall River	Total
Maintenance of offices:				
Salaries,	\$11,046.87	\$2,000.54	\$1,470.00	\$14,517.41
Rent,	2,499.96	104.50	—	2,604.46
Printing,	615.25	101.86	108.89	826.00
Telephone, telegraph, and messenger service,	332.55	120.68	123.20	576.43
Electric light,	124.15	5.56	—	129.71
Postage and expressage,	154.95	40.26	41.00	236.21
Advertising,	45.21	18.75	6.30	70.26
Cleaning and cleaning materials,	65.25	26.32	—	91.57
Office supplies,	55.37	31.33	28.17	114.87
Inspection expenses,	—	145.55	7.50	153.05
Miscellaneous,	2.50	16.97	20.85	40.32
<i>Total,</i>	\$14,942.06	\$2,612.32	\$1,805.91	\$19,360.29
Equipment of offices:				
Signs,	\$14.90	\$17.50	\$6.15	\$38.55
Carpentry,	76.00	—	—	76.00
Miscellaneous,	7.00	27.74	2.75	37.49
<i>Total,</i>	\$97.90	\$45.24	\$8.90	\$152.04
General expenditures:				
F. E. O. Bulletin,	—	—	—	\$751.27
Miscellaneous,	—	—	—	340.80
<i>Total,</i>	—	—	—	\$1,092.07
Aggregate Expenditures, <i>Unexpended and Reverting to Treasury,</i>	—	—	—	\$20,604.40 4,395.60
<i>Appropriation,</i>	—	—	—	\$25,000.00

The Commonwealth of Massachusetts

THIRD ANNUAL REPORT

ON THE

STATE FREE EMPLOYMENT OFFICES

FOR THE YEAR

1909

By

THE DIRECTOR OF THE BUREAU OF STATISTICS

3



BOSTON

WRIGHT & POTTER PRINTING CO., STATE PRINTERS

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1910

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THE STATE BOARD OF PUBLICATION.

THIRD ANNUAL REPORT ON THE STATE FREE EMPLOYMENT OFFICES.

The Third Annual Report on the State Free Employment Offices, covering the year ending November 30, 1909, is submitted herewith. It is most gratifying to be able to note, as respects the vital subject of the employment of the people, its reflection of appreciably improved conditions from those which prevailed a year ago,— a fact indicated by a decrease of approximately 25 per cent in the number of applications for employment and, on the other hand, an increase of about 25 per cent in the number of persons applied for by employers seeking help.¹

But the real test of the ability of an employment office to fulfil the purpose of its establishment is, obviously, the number of positions which it is actually able to secure for persons out of employment; or, conversely, the extent to which the office is patronized by employers in search of the help they require; and it appears that our three State Free Employment Offices filled, during the year ending November 30, 17,741 positions as against 14,955 filled during the preceding year, an increase of 18.63 per cent. Considering the offices separately, the number of positions filled during the past year by the Boston office was 13,034 as against 9,941 during the preceding year, an increase of 31.11 per cent; the Springfield office reports 3,166 positions secured during the year under consideration as

¹ It should be borne in mind that deductions based upon Free Employment Office records must always be made with proper qualifications, since (for reasons explained in former reports) it is exceedingly difficult and, as a practical proposition, impossible to reduce the work of these offices to an absolutely accurate statistical basis. It must, for example, be understood that the number of applications for employment undoubtedly includes a considerable number of duplicate applications, during the course of the year, from the same persons; and since employers will frequently apply for more persons than they need, in order to allow themselves a range of selection, it follows that the aggregate number of "persons applied for" is in excess of the actual number of available positions. As far as possible, however, every effort is made by our offices to eliminate duplications and obtain the exact facts from employers as to the number of vacancies available.

against 2,431 during the year preceding, an increase of 30.23 per cent; while the Fall River office reports 1,541 positions secured in 1909 as against 2,583 in 1908, a falling off of 40.34 per cent.¹

The three offices, located respectively at Boston, Springfield, and Fall River, have all now been in operation two full years, and the Springfield and Fall River offices have been, during the past year, in charge of superintendents who were promoted to these positions from clerkships in the Boston office, in which they had had over a year's training and experience. This fact has insured during the past year to a greater degree than formerly, uniformity, both in respect to office records and terminology, and in the interpretation placed upon them. Reports of the business transacted at each office are made out daily and forwarded to the Bureau of Statistics at the State House, where they are subjected to careful scrutiny and correlation by a competent statistical clerk for the purpose of detecting undue discrepancies or errors and in order that the tabulations may be made upon the same basis. The system, as a whole, is thus administered, the records kept, and the statistics compiled for the several offices and from year to year for each office upon a uniform basis, so that it may fairly be said that fluctuations which may hereafter be observed will be due to local conditions and not to lack of harmony as respects the manner with which the data are obtained and treated.

The following table is an exhibit of comparisons of aggregates for the three offices for the years ending, respectively, November 30, 1909, and November 30, 1908.

¹ This decrease in the number of positions filled by the Fall River office is not readily accounted for unless it be attributed to the fact that the office has, during the year just ending, been in charge of a superintendent who had been a clerk in the Boston office and, by virtue of this experience, may have construed the term "positions reported filled" more conservatively than his predecessor.

TABLE I.—*Consolidated Summary of Business of the Three State Offices for the Year ending November 30, 1909, compared with 1908.*

CLASSIFICATION.	1909			1908	Per Cent of Increase (+) or Decrease (-)
	Males	Females	Total	Totals (For Division by Sex, see Report for 1908)	
Applications for Employment, . . .	31,221	11,386	42,607	57,405	-25.78
Applications from Employers, . . .	-	-	19,688	15,628	+25.98
Individual Employers who Applied for Help, . . . Persons Applied for by Employers, . . .	12,399	11,418	23,817	6,248 18,980	+20.90 +25.48
Offers of Positions,	125,289	16,251	41,540	32,654	+27.21
Individuals to whom one Position only was offered,	9,808	3,689	13,497	10,927	+23.52
Individuals to whom more than one Position was offered,	4,235	3,118	7,353	5,101	+44.15
Total to whom Positions were offered,	14,043	6,807	20,850	16,028	+30.08
Positions Reported filled,	9,075	8,666	17,741	14,955	+18.63
Individuals for whom one Position was secured,	5,115	3,071	8,186	6,963	+17.56
Individuals for whom more than one Position was secured,	1,341	1,639	2,980	2,130	+39.91
Total for whom Positions were secured,	6,456	4,710	11,166	9,093	+22.80

The positions filled during the year ending November 30, 1909, may be broadly classified by occupations as follows:—

OCCUPATIONS. ²	Males	Females	Total
Agricultural pursuits,	1,488	-	1,488
Professional service,	83	6	89
Domestic and personal service,	3,315	7,209	10,524
Trade and transportation,	1,635	326	1,961
Manufacturing and mechanical pursuits,	2,302	1,082	3,384
Apprentices,	126	18	144
Other trades and occupations,	126	25	151
Totals,	9,075	8,666	17,741

¹ 83 of these are classified as "boys and girls."

² Pending the result of an effort now being made to formulate a standard classification of occupations by this Bureau and the U. S. Census Office, it has been deemed inadvisable to present a table giving occupations in finer detail.

The appropriation for the maintenance of the Free Employment Offices for the year ending November 30, 1909, was \$21,000, from which there has been expended \$19,793.81, leaving a balance of \$1,206.19 unexpended and reverting to the Treasury. The accounts of expenditures from the appropriation have been kept in such a manner as to secure a proper pro-rating and distribution of expenses between the three offices, so as to ascertain for each the per capita cost to the Commonwealth for each position secured, and with the following result :—

CITIES.	Maintenance	Per Capita
Boston,	\$13,986.31	\$1.07
Springfield,	3,452.28	1.09
Fall River,	2,260.98	1.47
Total, ¹	\$19,699.57	\$1.11

The distribution of expenditures for maintenance of the three offices is shown in detail below :—

Expenditures on Account of Free Employment Offices.

	Boston	Springfield	Fall River	Total
Maintenance of offices:				
Salaries,	\$9,382.65	\$2,116.58	\$1,840.00	\$13,339.23
Rent,	2,499.96	627.00	—	3,126.96
Printing,	480.26	166.20	70.74	717.20
Telephone, telegraph, and messenger service,	345.77	94.13	107.59	547.49
Electric light,	116.55	27.07	—	143.62
Postage and expressage,	210.40	107.52	103.88	421.80
Advertising,	163.97	24.30	14.02	202.29
Cleaning and cleaning materials,	671.80	197.72	103.98	973.50
Inspection expenses,	—	44.12	—	44.12
Sundries,	114.95	47.64	20.77	183.36
Total,	\$13,986.31	\$3,452.28	\$2,260.98	\$19,699.57
General expenditures:				
Public Document No. 80, Second Annual Report on the Free Employment Offices,	—	—	—	94.24
Total,	\$13,986.31	\$3,452.28	\$2,260.98	\$19,793.81
Aggregate expenditures,				\$19,793.81
Unexpended and reverting to treasury,				1,206.19
Appropriation,				\$21,000.00

¹ In addition to the amount expended as noted from the regular appropriation for the maintenance of the offices, there was expended by the Sergeant-at-Arms, under the provisions of Chapter 135, Section 1, of the Acts of 1907, for the equipment of the Boston office, \$70.25, and for the Springfield office, \$16.20, a total of \$86.45. The actual aggregate cost to the Commonwealth of these offices for the year was, therefore, \$19,880.26.

THE BOSTON OFFICE.

The Boston office, at 8 Kneeland Street, remains in charge of Walter L. Sears, who has been the Superintendent since the office was first opened, with G. Harry Dunderdale as Chief Clerk; besides these, there are nine other persons on the pay-rolls. This office completed on November 30, 1909, three years of existence, during which period it has filled an aggregate of 37,455 positions, assisted 25,569 individuals in obtaining employment, and been patronized by an aggregate of 18,059 employers, many of whom are continuous patrons and have expressed entire satisfaction with the character of the service rendered.¹ The office, therefore, appears to have become firmly established as a recognized institution in the community for bringing together those seeking employment and employers seeking help.

During the first year the expenses of maintenance, exclusive of the cost of original equipment, were \$19,564.83 or nearly the amount which it has cost to conduct all three offices during the past year; for the second year the expenses were \$15,039.96; and during the past year have been \$13,986.31. During the first year the pay-rolls amounted to \$13,401.65; this was reduced during the second year to \$11,046.87; and during the past year, the amount expended for salaries was \$9,382.65. This decrease in the cost of maintenance has been due to the practice of economy without parsimony, and none of the legitimate needs for the proper administration of the office have been denied.

The office has been visited during the year by numerous officials representing other states, and the administration and system of transacting business have, as has been the case with so many other Massachusetts institutions, served as a model for and been copied by other states.

It may be of interest to note that of the 31,820 applications for employment, 7,132 or 22+ per cent, were from non-residents of Boston, while of the 17,404 persons called for, 5,810

¹ Of the total number of individual employers registered at the Boston office on November 30, 1909, 13,376 did business in Massachusetts, 174 in New Hampshire, 80 in Maine, 20 in Vermont, 11 in Rhode Island, 12 in Connecticut, 9 in New York, 2 in Michigan, and one each in Nebraska, New Jersey, Pennsylvania, District of Columbia, Canada, New Brunswick, and Nova Scotia.

or 33+ per cent were from employers who were non-residents of Boston. Of the total number of individuals for whom positions were secured during the past year, 3,865, or more than 40 per cent, were foreign born. A chart accompanies this report showing, by months for three full years, the daily averages of supply, demand, and positions secured.

Concerning the work in general and with respect to certain details, the Superintendent reports to the Director as follows:

When the office opened we had no system worthy of the name. There were no similar offices anywhere from which we could obtain ideas and, obviously, we were obliged to devise a system of our own. We adopted the best ideas contained in the blanks used by other employment bureaus, and with the experience gained here, at the close of the first year we had a fairly good working organization, so that our second year, obviously, showed an increased efficiency with greatly reduced expenses. Our third year, I am gratified to say, shows a further improvement in that respect. The working force, after two years' experience, is enabled to render a high degree of efficiency, and we are better prepared to make comparisons with our previous year's work.

Our statistics are taken with great care and the supply is obtained in accordance with the following rule, in force since December 1, 1907: —

The **EMPLOYEE'S APPLICATION SLIP** must be made out for each employee who applies for work the first time, whether there is any position to offer or not. So long as he remains out of work from the time the first application was made, one application slip will be enough. If he obtains employment in the meantime and then becomes unemployed, another application slip should be made out. This slip is intended to obtain a record of all individuals who call at the office seeking work, and care must prevail to prevent duplication and to obtain, as nearly as possible, a correct statement of the labor supply.

I believe this to be the correct method of learning the number of persons who apply at the office in search of employment.

The demand is shown from the number of persons called for by employers (the number actually wanted). Employers frequently call for more help than they need because they desire several sent, from which to make a selection. We always ask how many are actually wanted and inform the employer that we will send a surplus.

In regard to positions filled or secured, we do not count a position secured until we learn from reliable sources that such is the fact, so that each position which we count as secured will stand investigation.

The average daily number of

Registrations for employment —

Persons called for

Positions filled

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Our special application blank used only for "skilled and professional help" has been valuable in assisting us to supply the demand for such help, particularly when the employer, employee, or both were located at a distance from the office.

During the past year there have been 562 persons (male, 426; female, 136) sent here by both private and public benefactors. Undoubtedly we have been of great assistance to such philanthropic individuals and societies, as may be shown by our correspondence—letters of appreciation for our valuable, disinterested service. The greater proportion of persons sent by benefactors were handicapped in that they had no vocations, were too old, or physically or otherwise disqualified from accepting positions which we would have offered them. Notwithstanding this, we have secured employment for 125 such persons (male, 76; female, 49) of this class.

Nearly all of our patrons respond more readily to our regulations than formerly. They answer communications promptly and keep in touch with the office, which, of course, means better service. Unworthy applicants for employment realize that we mean business and have no time for loafers or "shifties." Employers also understand that unworthy applicants are given small consideration. Taken all together, there is a decided improvement in the class of employer and employee.

Improvements which have been made in our blanks from time to time, with your approval, have resulted in a reduction in the cost of printing from \$1,631.97 in 1907 to \$615.25 in 1908, and less than \$500 in 1909, and without the omission of any important detail, statistical or otherwise. The office is doing a more substantial business than in previous years and filling more high grade positions for a better class of employers.

For our first year our pay-roll account averaged \$1,116.80 per month; our second year, \$920.57; and our pay-roll for the present staff is \$781.89. The expense for lighting the first year was \$252.60; the second year, \$124.15; and this year it will not exceed \$120. Our expense for maintenance is now about as low as is consistent with efficient service. We have made a saving in printing, salaries and electric light; our rent and telephone charges are fixed and therefore cannot be reduced.

A summary of the work of the Boston office during the past year is given on page 16 (Table II).

THE SPRINGFIELD OFFICE.

The Springfield office, at 24 Bridge Street, has been in charge of Chester W. Allen as Superintendent since January 1 last, Mr. Allen succeeding Morrison D. Montague, who had been Superintendent up to that time. During the two years

and three months since the establishment of the office, it has filled an aggregate of 6,393 positions, assisted 4,263 individuals in obtaining employment, and been patronized by an aggregate of 3,487 employers. Until recently one clerk furnished all the assistance necessary for the Superintendent, but the business of the office has increased to such an extent during the past year that further clerical assistance was required, so that the staff now consists of a Superintendent and two clerks, one of whom is incidentally a stenographer.

Concerning the work of this office, the Superintendent writes the Director as follows:—

The territory covered by the Springfield office extends as far east as Brookfield, as far north as Northfield, as far west as Great Barrington, and south into the State of Connecticut; and from the above area we not only get our employers, but our employees also.

I have tried to give the office publicity, not only through the press, but also through the employers and employees, knowing that each satisfied employer and each employee given a good position will tell others, so that I may say to-day that the Free Employment Office maintained by the Commonwealth at Springfield is very well known throughout the Connecticut Valley. I have endeavored to satisfy the employer with prompt service and reliable help, knowing that if I can get the positions to fill at a fair wage I can get the help to fill them.

The applications for employment in Springfield are almost double those in Fall River. This may be accounted for by the publicity given this office through the newspapers and the large territory, with its large population, within a five cent car fare. Furthermore, many mechanics on their way from New York to Boston stop over in Springfield, as its industries are well known, and the city has a good reputation among craftsmen as a good place to live.

The difference in the "number of persons applied for" between Fall River and Springfield, I cannot account for, except as already stated as to territory covered and publicity given the office; but would say that the increase of this year over last year in this office is due to the following reasons:

- (A) We have endeavored to keep the old employers and have succeeded fairly well.
- (B) We are continually looking for new employers.
- (C) We can supply certain kinds of help quicker than any other office in the city, as we have accommodations for the people to remain in the office when we want them to.

(D) We try to keep before the public that the Free Employment Office at 24 Bridge Street, Springfield, is the only place in the Connecticut Valley to get reliable help, and the only place for a competent person out of work to get a good position without any fee being charged.

A summary of the work of the Springfield office during the past year is given on page 17 (Table III).

THE FALL RIVER OFFICE.

The Fall River office occupies a room in the basement of the Bradford-Durfee Textile School building. This is a convenient situation, and by an arrangement with the Trustees of the institution, the office enjoys the privilege of occupancy without the payment of rent. Louis Goldstein is the Superintendent, succeeding on January 20 last, Frederick J. Gagnon. The office was opened October 1, 1907.

The tabulations of the business of the Fall River and Springfield offices for the year ending November 30, 1909, when compared, result in the following showing:—

	Fall River	Springfield
Applications for employment,	3,642	7,145
Persons applied for,	2,130	4,283
Applications from employers,	1,956	3,265
Individual employers,	821	1,423
Offers of positions,	3,355	5,753
Number of individuals to whom positions were offered, . .	1,691	3,082
Positions filled,	1,541	3,166
Number of individuals for whom positions were secured, .	910	1,929

According to the Census of 1905, Fall River had a population of 105,762, and there were 1,019 establishments engaged in trade and 234 manufacturing establishments. The number of wage-earners employed in the trades was 3,327, and in manufacturing establishments, 26,836, making a total of 30,-163, exclusive of those engaged in domestic service and transportation. Springfield had a population of 73,540 in 1905, and there were 697 establishments engaged in trade and 296 in manufactures; the number of wage-earners engaged in trade was 4,565, and in manufactures, 10,523, making a total of

15,088, exclusive of those engaged in domestic service and transportation.

According to the returns made to this Bureau for 1908, the capital invested in manufactures alone in Fall River and devoted to production was \$55,686,930 as against \$20,453,231 in Springfield; the amount of wages paid in the Fall River manufacturing establishments was \$13,243,178 and in Springfield, \$5,669,455. The number of wage-earners in the manufacturing establishments in Fall River was 29,758 and in Springfield, 9,947. The value of the manufactured output in 1908 in Fall River was \$51,783,888 and in Springfield, \$26,-643,855.

It thus appears that while Fall River outranked Springfield in aggregate population by 30.47 per cent and in the number of wage-earners employed in manufactures and trade by 49.98 per cent in 1905, the Springfield office has, during the past year, transacted approximately 100 per cent more business than the Fall River office, measured by the number of applications for employment, persons applied for, and number of positions filled.

Superintendent Goldstein, in a report to the Director with respect to these conditions, says:—

According to the report on the Statistics of Manufactures for the year 1908, there were 29,758 wage-earners employed in the various manufacturing industries in the city of Fall River. Out of this number 24,225, or over 81 per cent, were engaged in the manufacture of cotton goods.

Out of the aggregate number of persons called for by employers at this office (2,130) during the preceding fiscal year, only 104 persons, or about five per cent, were applied for by employers for employment in the manufacture of cotton goods. Thus we find that out of the total number of wage-earners employed in the manufacture of cotton, the demand for such help at this office was only four-tenths of one per cent.

The reason for such a small proportion is attributed to the fact that mill help seeking employment apply directly at the mills, at certain designated hours, when those in charge of engaging help select such as they may require. If, during working hours, there should be a further demand for help, the overseers instruct the second hands to apply at the unions or at the residences of those persons whom they know to be out of employment. Furthermore, they sometimes send to other cotton manufacturing centres for help.

Therefore, there is very little patronage at this office from the cotton manufacturers.

There are few other large manufacturing industries. One large establishment engaged in the manufacture of hats employs about 1,500 persons, a great number of whom are non-English speaking, who secure work there by applying at the factory, the existence of which is made known to them by their friends.

The mercantile establishments procure extra help for two evenings per week on pay days. When they are in demand of additional steady help, they generally select from those who assist them on said evenings, or from a list of applicants which they keep on file.

Most contractors and builders have an arrangement with one another whereby they have an interchange of help. Thus, when one contractor completes the performance of a contract, his force of help is sent to another. Furthermore, in my opinion, there is seldom a large number of mechanics or manual laborers in this vicinity who are unemployed.

There is no city within a radius of 12 miles of Fall River. Therefore there is a very slight demand for help at this office from the suburbs, in which the population is very small.

A summary of the work of the Fall River office during the past year is given on page 17 (Table IV).

Although it may be a matter of regret that the Fall River office is not making a comparatively better showing, this fact appears to be due to local conditions and cannot, I am satisfied, be attributed to lack of zeal or ability in its administration; but while it is not doing the business of the office at Springfield, a smaller city and with a smaller industrial population, it is, on the other hand, being conducted at much less expense, costing the Commonwealth during the past year \$2,260.98, as against \$3,452.28, for the Springfield office.

I believe that each of our three employment offices is now being conducted as economically, and with as small a clerical force, as possible, consistent with proper and efficient service to the public.

CHARLES F. GETTEMY,

Director, Bureau of Statistics.

STATE HOUSE, BOSTON, January 1, 1910.

STATISTICAL TABLES.

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STATISTICAL TABLES.

(For Table I see page 5.)

TABLE II.—*Summary of Business of the Boston Office for the Year ending November 30, 1909, compared with 1908.*

CLASSIFICATION.	1909			1908	Per Cent of Increase (+) or Decrease (-)
	Males	Females	Total	Totals (For Division by Sex, see Report for 1908)	
Applications for Employment,	23,334	8,486	31,820	46,563	-31.66
Applications from Employers,	-	-	14,467	10,856	+33.26
Individual Employers who Applied for Help, Persons Applied for by Employers,	9,375	8,029	5,310 17,404	4,217 12,825	+25.92 +35.70
Offers of Positions,	20,848	11,584	32,432	24,445	+32.67
Individuals to whom one Position only was offered, Individuals to whom more than one Position was offered,	7,583 3,593	2,709 2,192	10,292 5,785	8,531 4,046	+20.64 +42.98
Total to whom Positions were offered,	11,176	4,901	16,077	12,577	+27.83
Positions Reported filled,	6,729	6,305	13,034	9,941	+31.11
Individuals for whom one Position was secured, Individuals for whom more than one Position was secured,	3,804 1,017	2,267 1,239	6,071 2,256	4,954 1,581	+22.55 +42.69
Total for whom Positions were secured,	4,821	3,506	8,327	6,535	+27.42

TABLE III.—*Summary of Business of the Springfield Office for the Year ending November 30, 1909, compared with 1908.*

CLASSIFICATION.	1909			1908	Per Cent of Increase (+) or Decrease (-)
	Males	Females	Total	Totals (For Division by Sex, see Report for 1908)	
Applications for Employment, . . .	5,573	1,572	7,145	7,144	+0.01
Applications from Employers, . . .	-	-	3,265	2,526	+29.26
Individual Employers who Applied for Help, . . .	-	-	1,423	1,201	+18.48
Persons Applied for by Employers, . . .	2,450	1,833	4,283	3,204	+33.68
Offers of Positions,	13,321	2,432	5,753	3,940	+46.02
Individuals to whom one Position only was offered,	1,583	532	2,115	1,478	+43.10
Individuals to whom more than one Position was offered,	497	470	967	631	+53.25
Total to whom Positions were offered,	2,080	1,002	3,082	2,109	+46.14
Positions Reported filled,	1,910	1,256	3,166	2,431	+30.23
Individuals for whom one Position was secured,	1,030	431	1,461	1,200	+21.75
Individuals for whom more than one Position was secured,	274	194	468	338	+38.46
Total for whom Positions were secured,	1,304	625	1,929	1,538	+25.42

TABLE IV.—*Summary of Business of the Fall River Office for the Year ending November 30, 1909, compared with 1908.*

CLASSIFICATION.	1909			1908	Per Cent of Increase (+) or Decrease (-)
	Males	Females	Total	Totals (For Division by Sex, see Report for 1908)	
Applications for Employment, . . .	2,314	1,328	3,642	3,698	-1.51
Applications from Employers, . . .	-	-	1,956	2,246	-12.91
Individual Employers who Applied for Help, . . .	-	-	821	830	-1.08
Persons Applied for by Employers, . . .	574	1,556	2,130	2,951	-27.82
Offers of Positions,	2,120	2,235	3,355	4,269	-21.41
Individuals to whom one Position only was offered,	642	448	1,090	918	+18.74
Individuals to whom more than one Position was offered,	145	456	601	424	+41.75
Total to whom Positions were offered,	787	904	1,691	1,342	+26.01
Positions Reported filled,	436	1,105	1,541	2,583	-40.34
Individuals for whom one Position was secured,	281	373	654	809	-19.16
Individuals for whom more than one Position was secured,	50	206	256	211	+21.33
Total for whom Positions were secured,	331	579	910	1,020	-10.78

¹ 52 of these are classified as "boys and girls."

² 31 of these are classified as "boys and girls."

TABLE V.—*Report of Business at Each Office Showing Labor*

	CLASSIFICATION.	Working Days	SUPPLY	
			Applica-tions for Em-ployment	Daily Average
	Boston:			
1	Males,	305	23,334	76.51
2	Females,	305	8,486	27.82
3	Total,	305	31,820	104.33
	Springfield:			
4	Males,	306	5,573	18.21
5	Females,	306	1,572	5.14
6	Total,	306	7,145	23.35
	Fall River:			
7	Males,	306	2,314	7.56
8	Females,	306	1,328	4.34
9	Total,	306	3,642	11.90
	Consolidated Totals for three offices:			
10	Males,	305	31,221	102.28
11	Females,	305	11,386	37.30
12	Total,	1305	42,607	139.58

TABLE VI.—*Consolidated Report of Business by Months at All of November 30,*

	MONTHS.	Working Days	SUPPLY	
			Applica-tions for Em-ployment	Daily Average
	1908.			
1	December,	26	3,511	135.04
	1909.			
2	January,	26	4,515	173.65
3	February,	23	3,448	149.91
4	March,	27	3,416	126.52
5	April,	25	2,920	116.80
6	May,	25	3,444	137.76
7	June,	125	3,722	147.36
8	July,	26	3,307	127.19
9	August,	26	3,512	135.08
10	September,	25	3,655	146.20
11	October,	26	3,605	138.65
12	November,	25	3,552	142.08
13	Total,	305	42,607	139.58

¹ Springfield and Fall River offices had 26 working days in

Supply and Demand for the Year Ending November 30, 1909.

DEMAND			POSITIONS OFFERED		POSITIONS FILLED		Percentages of Positions Filled of Persons Called for	Percentages of Positions Filled of Applications	
Number of Applications from Employers	Aggregate Number of Persons Called for	Daily Average	Number	Daily Average	Number	Daily Average			
-	9,375 8,029	30.74 26.32	20,848 11,584	68.35 37.98	6,729 6,305	22.06 20.67	71.78 78.53	28.84 74.30	1 2
14,467	17,404	57.06	32,432	106.33	13,034	42.73	74.89	40.96	3
-	2,450 1,833	8.01 5.99	3,321 2,432	10.85 7.95	1,910 1,256	6.24 4.11	77.96 68.52	34.27 79.90	4 5
3,265	4,283	14.00	5,753	18.80	3,166	10.35	73.92	44.31	6
-	574 1,556	1.88 5.08	1,120 2,235	3.66 7.30	436 1,105	1.43 3.61	75.96 71.02	18.84 83.21	7 8
1,956	2,130	6.96	3,355	10.96	1,541	5.04	72.35	42.31	9
-	12,399 11,418	40.63 37.39	25,289 16,251	82.86 53.23	9,075 8,666	29.73 28.39	73.19 75.90	29.07 76.11	10 11
19,688	23,817	78.02	41,540	136.09	17,741	58.12	74.49	41.64	12

the Offices Showing Labor Supply and Demand for the Year Ending 1909 — Both Sexes.

DEMAND			POSITIONS OFFERED		POSITIONS FILLED		Percentages of Positions Filled of Persons Called for	
Number of Applications from Employers	Aggregate Number of Persons Called for	Daily Average	Number	Daily Average	Number	Daily Average		
1,091	1,296	49.85	2,183	83.96	1,063	40.88	82.02	1
1,159	1,394	53.62	2,351	90.42	1,124	43.23	80.63	2
1,067	1,455	63.26	2,328	101.22	1,065	46.30	73.20	3
1,573	1,844	68.30	3,349	124.04	1,360	50.37	73.75	4
1,791	2,117	84.68	3,611	144.44	1,554	62.16	73.41	5
1,837	2,136	85.44	3,857	154.28	1,560	62.40	73.03	6
2,029	2,423	96.02	4,181	166.04	1,811	71.75	74.74	7
1,572	1,892	72.77	3,484	134.00	1,525	58.65	80.60	8
1,782	2,175	83.65	3,630	139.62	1,559	59.96	71.68	9
2,081	2,514	100.56	4,286	171.44	1,742	69.68	69.29	10
2,017	2,536	97.54	4,443	170.88	1,755	67.50	69.20	11
1,689	2,035	81.40	3,837	153.48	1,623	64.92	79.75	12
19,688	23,817	78.02	41,540	136.09	17,741	58.12	74.49	13

June, making 306 working days for the year in those offices.

The Commonwealth of Massachusetts

FOURTH ANNUAL REPORT

ON THE

STATE FREE EMPLOYMENT OFFICES

FOR THE YEAR

1910

BY

THE DIRECTOR OF THE BUREAU OF STATISTICS

4



BOSTON

WRIGHT & POTTER PRINTING CO., STATE PRINTERS

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FOURTH ANNUAL REPORT ON THE STATE FREE EMPLOYMENT OFFICES.

INTRODUCTION.

The Fourth Annual Report on the State Free Employment Offices covering the year ending November 30, 1910, is submitted herewith. The number of offices remains the same as last year, there being three offices located, respectively, at Boston, Springfield, and Fall River. The Boston office has now been in operation for four full years; the Springfield office, for three years and three months; and the Fall River office, for three years and two months.

The aggregate number of positions secured by the offices during the past year has been greater than in any year since their establishment, the number by years to date being as follows:— 1907, — 15,510 positions; 1908, — 14,955 positions; 1909, — 17,741 positions; 1910, — 20,574 positions. There was an increase of 2,444 in the number of positions secured by the Boston office during 1910 over 1909, an increase of 509 by the Springfield office, and a decrease of 120 by the Fall River office; there was thus a net increase in the number of positions secured, as reported by the three offices during the year, of 2,833 over the number reported for the preceding year. The number of persons seeking employment has been greater at each of the offices during the past year than during 1909, but the number of persons applied for by employers has also, except at Fall River, been greater.

It is gratifying to be able to report at the same time that, notwithstanding increased business, the offices have been so administered that the actual cost of maintenance has been less each year since they were opened than during the first year of opera-

tion. The expenses during the first year (covering the cost of maintenance for the Boston office for twelve months, and for the Springfield and Fall River offices for three months and two months only, respectively) was \$20,611.21; in 1908, when the three offices were all in operation for the first time for a full twelve-month period, the expenses were \$20,604.40; in 1909, they were \$19,793.81; and in 1910, they were \$19,837.40. The per capita cost of maintaining the several offices, computed upon the basis of the number of positions secured, has likewise decreased, being, for the three full years, as follows:—\$1.38 in 1908, \$1.12 in 1909, and \$0.96 in 1910.

As has been explained in former reports, the most concrete test of the ability of an employment office to meet the purpose of its establishment is the number of positions which persons out of employment are actually able to secure through its ministry. Since the state offices have been opened, we have recorded a grand total of 68,780 positions filled by them, while the number of individuals for whom positions were secured numbered in the aggregate, as nearly as can be ascertained, over 43,000; the difference in the two figures being due, of course, to the fact that many individuals have been assisted to positions more than once.

The extent to which the offices have been patronized by those seeking employment may be judged by the statement that during the period referred to there has been a total of 195,135 applications for employment. That the offices have likewise had the confidence, in a very generous measure, of the employing public appears from the fact that the aggregate number of persons applied for by employers in need of help is 106,714. Obviously, these two factors of supply and demand in the employment problem can never be entirely reconciled, since, even in the most prosperous times, there will always be a considerable number of persons out of work and seeking employment who are not fitted for the particular positions which may be at the moment available and which employers desire to have filled. It was, however, possible during this period to make 172,129 *bona fide* offers of positions to applicants. Not all of these offers were availed of and, as stated, it is unavoidable that in a certain number of cases applicants do not meet the qualifications re-

quired by the employers to whom they are sent. The business of the three offices, year by year, from the date of their establishment is reflected in the following summary tables:—

Summary of the Business of the Boston Office from December 3, 1906, to November 30, 1910.

CLASSIFICATION.	YEAR ENDING NOVEMBER 30,				Total
	1907	1908	1909	1910	
Applications for Employment,	44,910	46,563	31,820	35,181	158,474
Offers of Positions,	44,876	24,445	32,432	41,630	143,383
Number of Positions Reported Filled,	14,480	9,941	13,034	15,478	52,933
Number of Persons for whom Positions were Secured,	10,707	6,535	8,327	9,262	34,831
Persons Applied for by Employers,	33,696	12,825	17,404	21,425	85,350

Summary of the Business of the Springfield Office from September 4, 1907, to November 30, 1910.

CLASSIFICATION.	YEAR ENDING NOVEMBER 30,				Total
	1907	1908	1909	1910	
Applications for Employment,	2,176	7,144	7,145	8,108	24,573
Offers of Positions,	1,464	3,940	5,753	6,626	17,783
Number of Positions Reported Filled,	796	2,431	3,166	3,675	10,068
Number of Persons for whom Positions were Secured,	— ¹	1,538	1,929	2,085	5,552
Persons Applied for by Employers,	1,488	3,204	4,283	5,007	13,982

¹ No record of detail kept. Office open three months only in 1907.

Summary of the Business of the Fall River Office from October 1, 1907, to November 30, 1910.

CLASSIFICATION.	YEAR ENDING NOVEMBER 30,				Total
	1907	1908	1909	1910	
Applications for Employment,	660	3,698	3,642	4,088	12,088
Offers of Positions,	513	4,269	3,355	2,826	10,963
Number of Positions Reported Filled,	234	2,583	1,541	1,421	5,779
Number of Persons for whom Positions were Secured,	— ¹	1,020	910	945	2,875
Persons Applied for by Employers,	379	2,951	2,130	1,922	7,382

¹ No record of detail kept. Office open two months only in 1907.

Consolidated Summary of Business of the Three State Offices from December 3, 1906, to November 30, 1910.

CLASSIFICATION.	YEAR ENDING NOVEMBER 30,				Total
	1907 ¹	1908	1909	1910	
Applications for Employment,	47,746	57,405	42,607	47,377	195,135
Offers of Positions,	46,853	32,654	41,540	51,082	172,129
Number of Positions Reported Filled,	15,510	14,955	17,741	20,574	68,780
Number of Persons for whom Positions were Secured,	10,707 ²	9,093	11,166	12,292	43,258
Persons Applied for by Employers,	35,563	18,980	23,817	28,354	106,714

¹ The figures for 1907 are for a full 12 months for the Boston office, but are for three months only for the Springfield office and two months only for the Fall River office.

² This figure is for the Boston office only.

While the efficiency of an employment office cannot be judged wholly by the relation which the number of positions reported filled bears to the number of applications for employment (since it is obvious that the mere existence of an employment office open to the free patronage of persons out of work cannot secure, particularly in times of special distress, employment when none is to be had), this relation reflects the extent to which such an office is able to serve persons seeking employment under such conditions as may exist. It is accordingly worthy of note that during its first year, 1907, the Boston office found positions for 32.24 per cent of the number of applications for employment; in 1908, the year which reflected the effects of the panic of the fall of 1907, the percentage dropped to 21.35; by 1909, the number of positions reported filled was nearly 41 per cent of the number of applications; and in 1910, it was 44 per cent; the average for the four years being 33.40 per cent.

The first full year during which the Springfield office was in operation was 1908, and in that year positions were found for 34.03 per cent of the applications; in 1909, the percentage had risen to 44.31; and in 1910, it was 45.33; the average for the three years being 41.40 per cent.

The Fall River office was first operated for a full year in 1908, but it was not until 1909 that its reports were made upon a basis which makes them fairly comparable with those of the other offices. In 1909, the number of positions reported filled

by the Fall River office was 42.31 per cent of the applications for employment; in 1910, the percentage was 34.76.

The positions filled by the three offices during the year ending November 30, 1910, may be broadly classified as follows: —¹

OCCUPATIONS.	Males	Females	Total
Agricultural pursuits,	2,002	2	2,004
Professional service,	89	—	89
Domestic and personal service,	4,302	7,477	11,779
Trade and transportation,	2,361	409	2,770
Manufacturing and mechanical pursuits,	2,950	836	3,786
Apprentices,	125	14	139
Other trades and occupations,	7	—	7
Totals,	11,836	8,738	20,574

¹ For these data classified by offices, see Table VII, pages 20, 21.

The appropriation for the maintenance of the Free Employment Offices for the year ending November 30, 1910, was \$21,000, from which there has been expended \$19,837.40, leaving a balance unexpended of \$1,162.60. The distribution of expense among the three offices has been as follows: —

Expenditures on Account of Free Employment Offices, 1910.¹

	Boston	Springfield	Fall River	Total
Maintenance of Offices:				
Salaries,	\$9,592.00	\$2,384.62	\$1,512.44	\$13,489.06
Rent,	2,499.96	627.00	—	3,126.96
Printing,	504.26	87.42	79.49	671.17
Telephone, telegraph, and messenger service,	361.75	88.54	106.95	557.24
Electric light,	126.65	44.91	—	171.56
Postage and expressage,	102.75	31.80	28.40	162.95
Advertising,	321.74	67.96	65.11	454.81
Cleaning and cleaning materials,	654.83	123.39	104.02	882.24
Travel,	—	39.10	30.00	69.10
Third Annual Report, ²	48.49	24.25	24.25	96.99
Sundries,	117.69	24.53	13.10	155.32
Total,	\$14,330.12	\$3,543.52	\$1,963.76	\$19,837.40
Balance unexpended,				1,162.60
Appropriation,				\$21,000.00

¹ In addition to the amount expended by the Bureau as here accounted for, from the regular appropriation for the maintenance of the offices, there was expended during the year by the Sergeant-at-Arms, under the provisions of Chapter 135, Section 1 of the Acts of 1907, for certain repairs and equipment at the Boston office, \$146.48.

² Arbitrarily distributed, one half to the Boston office, one quarter to the Springfield office, and one quarter to the Fall River office.

The per capita cost of maintaining the several offices during the period since their establishment, computed upon the basis of the number of positions secured and exclusive of a few minor expenditures by the Sergeant-at-Arms from his appropriation, has been as follows: —

	Boston	Springfield	Fall River	Total
1907,	\$1.35	\$0.82 ¹	\$1.67 ²	-
1908,	1.55	1.24	.84	\$1.38
1909,	1.08	1.10	1.48	1.12
1910,93	.96	1.38	.96

¹ Office in operation three months only.

² Office in operation two months only.

The records of the Boston office show a total of 17,467 employers who have patronized the office since its institution on December 3, 1906, of whom 6,141 have applied for help this year. Employers outside of Massachusetts to the number of 406 have been its patrons since the opening day, 127 of whom have applied this year. The office has had calls for help from 3,776 new employers during the past year who have never applied before, and the patronage of 2,365 of our former patrons has been retained, a fact indicating to a gratifying degree the confidence given the office by employers and their satisfaction with its services.

It is obvious that the facilities of an employment office must be availed of, not only by those seeking employment, but by employers in need of help if it is to be regarded as a complete success. This condition exists to a very satisfactory degree with respect to the Boston and Springfield offices; that it exists to an appreciably less extent with respect to the Fall River office is clearly due to local conditions which have been pointed out in former reports. Various means have been used to induce the employing public of Fall River to patronize the state office more extensively, but without marked results. In this connection the Superintendent of the office reports that "the lack of interest on the part of employers is due to the fact that in this city a long established custom has prevailed of factories and mercantile establishments securing their help directly and

without the aid of employment offices, thus making the situation here different from that existing in Boston and Springfield." The Fall River office is, however, being maintained at a minimum of expense, the Superintendent having little difficulty in handling the business satisfactorily without assistance and the quarters occupied up to the present time being generously furnished rent free by the Bradford-Durfee Textile School authorities.

The superintendents of the three offices are Walter L. Sears, who has been in charge of the Boston office since it was first opened; Chester W. Allen, in charge of the Springfield office; and Louis Goldstein, in charge of the Fall River office; each of whom has administered his duties with zeal and fidelity.

CHARLES F. GETTEMY,
Director, Bureau of Statistics.

STATE HOUSE, BOSTON, January 1, 1911.

STATISTICAL TABLES.

STATISTICAL TABLES.

TABLE I.—*Consolidated Summary of Business of the Three State Offices for the Year Ending November 30, 1910, compared with 1909.*

CLASSIFICATION.	1910			1909	Per Cent of Increase (+) or Decrease (-)
	Males	Females	Total	Totals (For Di- vision by Sex, see Report for 1909)	
Applications for <i>Employment</i> , . . .	32,329	15,048	47,377	42,607	+11.20
Applications from <i>Employers</i> , . . .	-	-	23,681	19,688	+20.28
<i>Individual Employers</i> who Applied for Help, <i>Persons Applied for</i> by <i>Employers</i> , . . .	16,242	12,112	28,354	7,554 23,817	+17.21 +19.05
<i>Offers of Positions</i> ,	133,929	17,153	51,082	41,540	+22.97
Individuals to whom <i>one Position only</i> was offered,	12,814	3,985	16,799	13,497	+24.46
Individuals to whom <i>more than one Position</i> was offered,	5,310	3,172	8,482	7,353	+15.35
Total to whom Positions were offered, . . .	18,124	7,157	25,281	20,850	+21.25
Positions Reported filled,	11,836	8,738	20,574	17,741	+15.97
Individuals for whom <i>one Position only</i> was secured,	6,217	2,909	9,126	8,186	+11.48
Individuals for whom <i>more than one Position</i> was secured,	1,668	1,498	3,166	2,980	+6.24
Total for whom Positions were secured, . . .	7,885	4,407	12,292	11,166	+10.08

¹ 22 of these are classified as "boys and girls."

TABLE II.—*Summary of Business of the Boston Office for the Year ending November 30, 1910, compared with 1909.*

CLASSIFICATION.	1910			1909 Totals (For Di- vision by Sex, see Report for 1909)	Per Cent of Increase (+) or Decrease (-)
	Males	Females	Total		
Applications for Employment, . . .	23,929	11,252	35,181	31,820	+10.56
Applications from Employers, . . .	-	-	17,917	14,467	+23.85
<i>Individual Employers who Applied for Help, Persons Applied for by Employers, . . .</i>	12,721	8,704	6,141 21,425	5,310 17,404	+15.65 +23.10
Offers of Positions,	29,183	12,447	41,630	32,432	+28.36
Individuals to whom one Position only was offered,	10,508	2,832	13,340	10,292	+29.62
Individuals to whom more than one Position was offered,	4,625	2,238	6,863	5,785	+18.63
Total to whom Positions were offered,	15,133	5,070	20,203	16,077	+25.66
Positions Reported filled,	8,982	6,496	15,478	13,034	+18.75
Individuals for whom one Position only was secured,	4,625	2,120	6,745	6,071	+11.10
Individuals for whom more than one Position was secured,	1,331	1,186	2,517	2,256	+11.57
Total for whom Positions were secured,	5,956	3,306	9,262	8,327	+11.23

TABLE III.—*Summary of Business of the Springfield Office for the Year ending November 30, 1910, compared with 1909.*

CLASSIFICATION.	1910			1909 Totals (For Di- vision by Sex, see Report for 1909)	Per Cent of Increase (+) or Decrease (-)
	Males	Females	Total		
Applications for Employment, . . .	5,828	2,280	8,108	7,145	+13.48
Applications from Employers, . . .	-	-	4,138	3,265	+26.74
Individual Employers who Applied for Help, Persons Applied for by Employers, . . .	2,815	2,192	1,786 5,007	1,423 4,283	+25.51 +16.90
Offers of Positions,	3,619	3,007	6,626	5,753	+15.17
Individuals to whom one Position only was offered,	1,621	628	2,249	2,115	+6.34
Individuals to whom more than one Position was offered,	528	615	1,143	967	+18.20
Total to whom Positions were offered, . . .	2,149	1,243	3,392	3,082	+10.06
Positions Reported filled,	2,253	1,422	3,675	3,166	+16.08
Individuals for whom one Position only was secured,	1,177	427	1,604	1,461	+9.79
Individuals for whom more than one Position was secured,	281	200	481	468	+2.78
Total for whom Positions were secured, . . .	1,458	627	2,085	1,929	+8.09

TABLE IV.—*Summary of Business of the Fall River Office for the Year ending November 30, 1910, compared with 1909.*

CLASSIFICATION.	1910			1909	Per Cent of Increase (+) or Decrease (—)
	Males	Females	Total	Totals (For Di- vision by Sex, see Report for 1909)	
Applications for Employment, . . .	2,572	1,516	4,088	3,642	+12.25
Applications from Employers, . . .	-	-	1,626	1,956	-16.87
<i>Individual Employers who Applied for Help, Persons Applied for by Employers, . . .</i>	706	1,216	927 1,922	821 2,130	+12.91 -9.77
Offers of Positions,	¹ 1,127	1,699	2,826	3,355	-15.77
Individuals to whom one Position only was offered,	685	525	1,210	1,090	+11.01
Individuals to whom more than one Position was offered,	157	319	476	601	-20.80
Total to whom Positions were offered,	842	844	1,686	1,691	-0.30
Positions Reported filled,	601	820	1,421	1,541	-7.79
Individuals for whom one Position only was secured,	415	362	777	654	+18.81
Individuals for whom more than one Position was secured,	56	112	168	256	-34.38
Total for whom Positions were secured,	471	474	945	910	+ 3.85

¹ 22 of these are classified as "boys and girls."

TABLE V.—*Summary of Business at Each Office Showing Labor*

	CLASSIFICATION.	Working Days	SUPPLY	
			Applications for Employment	Daily Average
Boston:				
1 Males,		304	23,929	78.72
2 Females,		304	11,252	37.01
3 Total,		304	35,181	115.73
Springfield:				
4 Males,		305	5,828	19.11
5 Females,		305	2,280	7.48
6 Total,		1305	8,108	26.59
Fall River:				
7 Males,		302	2,572	8.52
8 Females,		302	1,516	5.02
9 Total,		2302	4,088	13.54
Consolidated Totals for three offices:				
10 Males,		304	32,329	106.35
11 Females,		304	15,048	49.51
12 Total,		304	47,377	155.86

TABLE VI.—*Consolidated Summary of Business by Months at All of November 30,*

	MONTHS.	Working Days	SUPPLY	
			Applications for Employment	Daily Average
	1909.			
1 December,		26	3,304	127.08
	1910.			
2 January,		26	4,003	153.96
3 February,		23	2,858	124.26
4 March,		27	3,900	144.44
5 April,		25	3,709	148.36
6 May,		25	3,947	157.88
7 June,		125	4,208	166.74
8 July,		25	3,668	146.72
9 August,		27	4,101	151.89
10 September,		25	4,179	167.16
11 October,		225	4,632	186.87
12 November,		25	4,868	194.72
13 Total,		304	47,377	155.85

¹ Springfield and Fall River offices had 26 working days in June.

Supply and Demand for the Year Ending November 30, 1910.

DEMAND			POSITIONS OFFERED		POSITIONS FILLED		Percentages of Positions Filled of Persons Called for	Percentages of Positions Filled of Applications
Number of Applications from Employers	Aggregate Number of Persons Called for	Daily Average	Number	Daily Average	Number	Daily Average		
—	12,721 8,704	41.85 28.63	29,183 12,447	96.00 40.94	8,982 6,496	29.55 21.37	70.61 74.63	37.54 57.73
17,917	21,425	70.48	41,630	136.94	15,478	50.92	72.24	44.00
—	2,815 2,192	9.23 7.19	3,619 3,007	11.87 9.86	2,253 1,422	7.39 4.66	80.04 64.87	38.66 62.37
4,138	5,007	16.42	6,626	21.73	3,675	12.05	73.40	45.33
—	706 1,216	2.34 4.03	1,127 1,699	3.73 5.63	601 820	1.99 2.72	85.13 67.43	23.37 54.09
1,626	1,922	6.37	2,826	9.36	1,421	4.71	73.93	34.76
—	16,242 12,112	53.42 39.85	33,929 17,153	111.60 56.43	11,836 8,738	38.93 28.75	72.87 72.14	36.61 58.07
23,681	28,354	93.27	51,082	168.03	20,574	67.68	72.56	43.43

the Offices Showing Labor Supply and Demand for the Year Ending 1910 — Both Sexes.

DEMAND			POSITIONS OFFERED		POSITIONS FILLED		Percentages of Positions Filled of Persons Called for	
Number of Applications from Employers	Aggregate Number of Persons Called for	Daily Average	Number	Daily Average	Number	Daily Average		
1,402	1,912	73.54	3,101	119.27	1,404	54.00	73.43	1
1,566	1,996	76.77	3,527	135.65	1,475	56.73	73.90	2
1,343	1,629	70.83	2,993	130.13	1,184	51.48	72.68	3
2,146	2,503	92.70	4,479	165.89	1,794	66.45	71.67	4
2,356	2,768	110.72	4,731	189.24	1,850	74.00	66.84	5
2,400	2,767	110.68	5,035	201.40	1,981	79.24	71.59	6
2,318	2,721	107.90	5,008	199.08	2,013	79.83	73.98	7
2,051	2,406	96.24	4,303	172.12	1,806	72.20	75.06	8
2,053	2,356	87.26	4,439	164.41	1,700	62.96	72.16	9
2,375	2,832	113.28	5,135	205.40	1,996	79.84	70.48	10
2,032	2,485	100.21	4,520	181.93	1,878	75.66	75.57	11
1,639	1,979	79.16	3,811	152.44	1,493	59.72	75.44	12
23,681	28,354	93.26	51,082	168.02	20,574	67.67	72.56	13

² Fall River office was closed three days in October on account of Jewish holidays.

TABLE VII.—*Positions Secured at the Three Offices*

	CLASSIFICATION.	BOSTON		
		Males	Females	Total
1	Agricultural pursuits,	1,028	-	1,028
2	Professional service,	83	-	83
3	Domestic and personal service,	3,457	5,477	8,934
4	Trade and transportation,	2,094	351	2,445
5	Manufacturing and mechanical pursuits,	2,209	654	2,863
6	Apprentices,	105	14	119
7	Other trades and occupations,	6	-	6
8	Totals,	8,982	6,496	15,478

Classified by Sex and Occupation for the Year Ending Nov. 30, 1910.

SPRINGFIELD			FALL RIVER			THREE OFFICES			
Males	Females	Total	Males	Females	Total	Males	Females	Total	
841	2	843	133	-	133	2,002	2	2,004	1
6	-	6	-	-	-	89	-	89	2
638	1,268	1,906	207	732	939	4,302	7,477	11,779	3
231	44	275	36	14	50	2,361	409	2,770	4
530	108	638	211	74	285	2,950	836	3,786	5
7	-	7	13	-	13	125	14	139	6
-	-	-	1	-	1	7	-	7	7
2,253	1,422	3,675	601	820	1,421	11,836	8,738	20,574	8

The Commonwealth of Massachusetts

FIFTH ANNUAL REPORT

ON THE

STATE FREE EMPLOYMENT OFFICES

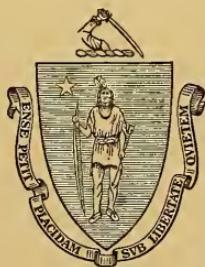
FOR THE YEAR

1911

BY

THE DIRECTOR OF THE BUREAU OF STATISTICS

5



BOSTON

WRIGHT & POTTER PRINTING CO., STATE PRINTERS
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FIFTH ANNUAL REPORT ON THE STATE FREE EMPLOYMENT OFFICES.

INTRODUCTION.

The Fifth Annual Report on the State Free Employment Offices covering the year ending November 30, 1911, is submitted herewith. These offices are located, respectively, at Boston, Springfield, and Fall River, the Boston office having now been in operation for five full years, the Springfield office, for four years and three months, and the Fall River office, for four years and two months. The aggregate number of positions reported to the several offices as having been filled through them has, with the exception of the year 1908, — a year of industrial depression, — shown an increase each year since the first office was opened in Boston, the record being as follows: —

The *Boston* office showed 14,480 positions reported filled in 1907, the first year of its operation. The depression following the financial panic of October, 1907, was reflected in the fact that in 1908 the number of positions reported filled decreased to 9,941; but since then each successive year has shown an increase, and in 1911 there were 15,806 positions reported filled by this office, or 328 more than in 1910.

The Springfield office was not opened until September, 1907, so that it has completed only four full years, during which period, that is, since 1908, there has been a steady increase each year in the number of positions reported secured over the preceding year, the number for 1911 being 4,310, or 635 more than during 1910.

The *Fall River* office, like that at Springfield, has now been in operation for four full years. According to the records of this office it appears that in 1908 the number of positions reported filled by it was 2,583; in 1909 the number was 1,541; in 1910 it was 1,421; and in 1911 it was 1,042, or 379 less than last year. The number of applications for employment recorded for this office was substantially the same in 1908 and 1909, being, respectively, 3,698 and 3,642; in 1910 it rose to 4,088, and in 1911 it dropped to 3,582. Since the office was first opened it has had three different superintendents, the latest change having been made in August last, and it has been necessary, also, to recently move the office from a room in the Bradford-Durfee Textile School building which had been occupied, through the courtesy of the trustees, for four years, until the quarters were needed by them, rent free; and new quarters have now been rented in a somewhat more centrally located office building at 41 North Main Street. It may be that these changes, when they have had a fair opportunity to become effective, will show results more gratifying than formerly; and it is probable, notwithstanding the limited opportunities of this office for expansion, due to local conditions discussed in former reports, that it is rendering a certain amount of useful service in the community and that the moderate cost of maintaining it justifies its continuance.

A summary of the business of the three offices, year by year since their establishment, — the Boston office having been opened December 3, 1906, the Springfield office, September 4, 1907, and the Fall River office, October 1, 1907, — is given below, the reader being referred to the tables in the latter part of the report for more detailed information: —

Summary of the Business of the Boston Office from December 3, 1906, to November 30, 1911.

CLASSIFICATION.	YEAR ENDING NOVEMBER 30,					Total
	1907	1908	1909	1910	1911	
Applications for Employment,	44,910	46,563	31,820	35,181	40,114	198,588
Offers of Positions,	44,876	24,445	32,432	41,630	47,688	191,071
Positions Reported Filled,	14,480	9,941	13,034	15,478	15,806	68,739
Persons for whom Positions were Secured, .	10,707	6,535	8,327	9,262	10,112	44,943
Persons Applied for by Employers, . . .	33,696	12,825	17,404	21,425	22,816	108,166

Summary of the Business of the Springfield Office from September 4, 1907, to November 30, 1911.

CLASSIFICATION.	YEAR ENDING NOVEMBER 30,					Total
	1907	1908	1909	1910	1911	
Applications for Employment, . . .	2,176	7,144	7,145	8,108	10,563	35,136
Offers of Positions, . . .	1,464	3,940	5,753	6,626	8,559	26,342
Positions Reported Filled, . . .	796	2,431	3,166	3,675	4,310	14,378
Persons for whom Positions were Secured, .	-1	1,538	1,929	2,085	2,300	7,852
Persons Applied for by Employers, . .	1,488	3,204	4,283	5,007	6,176	20,158

¹ No record of detail kept. Office open three months only in 1907.

Summary of the Business of the Fall River Office from October 1, 1907, to November 30, 1911.

CLASSIFICATION.	YEAR ENDING NOVEMBER 30,					Total
	1907	1908	1909	1910	1911	
Applications for Employment, . . .	660	3,698	3,642	4,088	3,582	15,670
Offers of Positions, . . .	513	4,269	3,355	2,826	1,925	12,888
Positions Reported Filled, . . .	234	2,583	1,541	1,421	1,042	6,821
Persons for whom Positions were Secured, .	-1	1,020	910	945	793	3,668
Persons Applied for by Employers, . .	379	2,951	2,130	1,922	1,640	9,022

¹ No record of detail kept. Office open two months only in 1907.

Consolidated Summary of Business of the Three State Offices from December 3, 1906, to November 30, 1911.

CLASSIFICATION.	YEAR ENDING NOVEMBER 30,					Total
	1907 ¹	1908	1909	1910	1911	
Applications for Employment, . . .	47,746	57,405	42,607	47,377	54,259	249,394
Offers of Positions, . . .	46,853	32,654	41,540	51,082	58,172	230,301
Positions Reported Filled, . . .	15,510	14,955	17,741	20,574	21,158	89,938
Persons for whom Positions were Secured, .	10,707 ²	9,093	11,166	12,292	13,205	56,463
Persons Applied for by Employers, . .	35,563	18,980	23,817	28,354	30,632	137,346

¹ The figures for 1907 are for a full 12 months for the Boston office, but are for three months only for the Springfield office and two months only for the Fall River office.

² This figure is for the Boston office only.

The positions reported filled by the three offices during the year have been broadly classified as follows:—

OCCUPATIONS.	Males	Females	Total
Agricultural pursuits,	1,921	6	1,927
Professional service,	56	3	59
Domestic and personal service,	4,531	7,331	11,862
Trade and transportation,	2,641	418	3,059
Manufacturing and mechanical pursuits,	3,184	921	4,105
Apprentices,	135	11	146
Totals,	12,468	8,690	21,158

As has been explained in former reports, the most concrete test of the ability of an employment office to meet the purpose of its establishment is the number of positions which it is able to secure for persons seeking its services. There are several considerations, however, which must be borne in mind in applying this test, and especially is it to be remembered that any system of State-supported employment agencies, rendering absolutely free service, has certain inherent limitations which must be taken into account in any fair effort to pass judgment upon results actually secured. In Massachusetts the function of the offices is literally fulfilled, under the statute, when they have succeeded in "bringing together those who seek employment and those who desire to employ." While, therefore, it is obviously the duty of those in charge of the offices to exercise as much intelligence and discretion in bringing the parties together as may be reasonably possible, in order to make resulting *bona fide* employment probable, it by no means follows that the office has not faithfully fulfilled the object of its establishment under the law merely because the parties whom it has brought together may have failed in some instances to make a satisfactory bargain between themselves.

It should also be understood that the office records in regard to employment having taken place are based upon reports made to the office by employers, and it undoubtedly sometimes happens that an employer will give the office to understand, either orally or in writing, that he has employed a person sent to him from the office when he may, in fact, only have engaged the person in question, who may subsequently fail to report for duty at the time

agreed upon. I know of no practical method whereby it can be determined whether every person sent to an employer and reported by him to have been employed actually takes the position and begins work, without sending out agents from the office to personally verify and establish the fact; and this, obviously, could not be done without very great expense, which, in my judgment, would be entirely out of proportion to the value of the fact ascertained. Personally I do not think that the number of persons reported by employers to have been employed, but who have not actually gone to work, is very large; and, moreover, against such cases must be cited those — the number of which cannot be determined — in which employment has taken place without the office having been notified. I believe, therefore, that the number as given in our tabulations of positions reported secured can be accepted as a fair index of actual service performed.

It may be admitted, also, that the tabulations of office records might be made more informing as a basis for systematic studies of the problem of unemployment, the importance of which will not be disputed; but, unhappily, the labor involved in drawing off from the thousands of cards the information desired, classifying and tabulating it, and then analyzing it for the purpose of ascertaining results, would be a clerical task of such magnitude that it could not be undertaken without a very considerable expense in addition to that which the offices already entail upon the public for strictly maintenance purposes. For this reason and also because I have not been able to construe the act providing for the establishment of these offices as authorizing their maintenance as statistical laboratories, as well as places where employers and those seeking employment may be brought together, the compilation of statistics covering their work has purposely been kept within comparatively narrow limitations; nor have I felt justified, under the circumstances, in attempting to draw elaborate deductions from such data as have been compiled. There are some functions performed by the State, the social value of which cannot be adequately measured by the statistical method, and I am inclined to think that the Free Employment Offices are in this class.

The records of the Boston office show a total of 20,411 employers who have patronized the office since its institution on December 3, 1906, of whom 6,208 have applied for help this year. Employers outside of Massachusetts to the number of 493 have

been its patrons since the opening day, 118 of whom have applied this year. The office has had calls for help from 2,944 new employers during the past year who have never applied before, and the patronage of 3,264 of our former patrons has been retained, a fact indicating to a gratifying degree the confidence given the office by employers and their satisfaction with its services. During the year there were 408 persons (336 male and 72 female) sent to the office by public benefactors, including the Charities, 205 of whom were offered employment and 79 (56 male and 23 female) secured employment. Of the 103 sent by the Charities, 28 were given employment.

Free employment offices were opened in the cities of Montreal and Quebec, Canada, April 18 last, the management adopting and translating into French the various blank forms used by the Massachusetts offices.

The classified expenditures on account of the offices during the fiscal year ending November 30, 1911, distributed as equitably as possible between them, have been as follows:—

Expenditures on Account of Free Employment Offices, 1911.

	Boston	Springfield	Fall River	Total
Maintenance of Offices:				
Printing Annual Report,	\$49.05	\$24.53	\$24.53	\$98.11
Job printing,	420.59	124.70	53.83	599.12
Postage (including stamped envelopes), .	192.00	55.12	40.00	287.12
Stationery and supplies,	116.81	18.85	6.01	141.67
Machine supplies and repairs,	—	—	.50	.50
Rent,	2,499.96	627.00	225.00	3,351.96
Electric light and gas,	109.65	47.81	3.24	160.70
Telephone, telegraph and messenger, . .	404.12	93.15	105.87	603.14
Advertising,	448.38	72.25	61.09	581.72
Cleaning materials,	53.78	12.90	—	66.68
Expressage and teaming,	3.35	11.35	6.32	21.02
Travel,	7.50	92.50	40.95	140.95
All other,	68.02	14.65	54.26	136.93
Salaries (including janitor service), . .	11,482.90	2,774.36	1,493.58	15,750.84
Total,	\$15,856.11	\$3,969.17	\$2,115.18	\$21,940.46
Balance unexpended,	—	—	—	59.54
Appropriation,	—	—	—	\$22,000.00

Mr. Walter L. Sears continues as superintendent of the Boston office, a position he has held since it was first opened; Mr. Chester W. Allen remains in charge of the Springfield office; and Mr. Harry F. Downs has, since the last report, been made superintendent of the Fall River office in place of Mr. Louis Goldstein, resigned, Mr. Downs having taken charge August 17, 1911. I wish to record here my appreciation of the faithfulness with which the superintendents of the three offices have performed their duties.

CHARLES F. GETTEMY,
Director, Bureau of Statistics.

STATE HOUSE, BOSTON, January 1, 1912.

STATISTICAL TABLES.

STATISTICAL TABLES.

TABLE I.—*Consolidated Summary of Business of the Three State Offices for the Year ending November 30, 1911, compared with 1910.*

CLASSIFICATION.	1911			1910 Totals (For Di- vision by Sex, see Report for 1910)	Per Cent of Increase (+) or Decrease (-)
	Males	Females	Total		
Applications for Employment, . . .	37,780	16,479	54,259	47,377	+14.53
Applications from Employers, . . .	-	-	24,821	23,681	+4.81
Individual Employers who Applied for Help, Persons Applied for by Employers, . . .	18,081	12,551	30,632	8,854 28,354	-2.10 +8.03
Offers of Positions,	39,729	18,443	58,172	51,082	+13.88
Individuals to whom one Position only was offered, Individuals to whom more than one Position was offered,	13,557 6,817	4,399 3,417	17,956 10,234	16,799 8,482	+6.89 +20.66
Total to whom Positions were offered, . .	20,374	7,816	28,190	25,281	+11.51
Positions Reported filled,	12,468	8,690	21,158	20,574	+2.84
Individuals for whom one Position only was secured, Individuals for whom more than one Position was secured,	6,585 2,056	3,033 1,531	9,618 3,587	9,126 3,166	+5.39 +13.30
Total for whom Positions were secured, . .	8,641	4,564	13,205	12,292	+7.43

TABLE II.—*Summary of Business of the Boston Office for the Year ending November 30, 1911, compared with 1910.*

CLASSIFICATION.	1911			1910	Per Cent of Increase (+) or Decrease (-)
	Males	Females	Total	Totals (For Di- vision by Sex, see Report for 1910)	
Applications for Employment, . . .	27,868	12,246	40,114	35,181	+14.02
Applications from Employers, . . .	-	-	18,504	17,917	+3.28
Individual Employers who Applied for Help, Persons Applied for by Employers, . . .	13,898	8,918	22,816	6,141 21,425	+1.09 +6.49
Offers of Positions,	33,684	14,004	47,688	41,630	+14.55
Individuals to whom <i>one Position only</i> was offered, . . .	11,160	3,297	14,457	13,340	+8.37
Individuals to whom <i>more than one Position</i> was offered,	5,870	2,443	8,313	6,863	+21.13
Total to whom Positions were offered, . . .	17,030	5,740	22,770	20,203	+12.71
Positions Reported filled,	9,303	6,503	15,806	15,478	+2.12
Individuals for whom <i>one Position only</i> was secured, . . .	5,147	2,253	7,400	6,745	+9.71
Individuals for whom <i>more than one Position</i> was secured,	1,563	1,149	2,712	2,517	+7.75
Total for whom Positions were secured, . . .	6,710	3,402	10,112	9,262	+9.18

TABLE III.—*Summary of Business of the Springfield Office for the Year ending November 30, 1911, compared with 1910.*

CLASSIFICATION.	1911			1910 Totals (For Di- vision by Sex, see Report for 1910)	Per Cent of Increase (+) or Decrease (-)
	Males	Females	Total		
Applications for Employment, . . .	7,722	2,841	10,563	8,108	+30.28
Applications from Employers, . . .	-	-	5,012	4,138	+21.12
Individual Employers who Applied for Help, Persons Applied for by Employers, . . .	3,690	2,486	1,926 6,176	1,786 5,007	+7.84 +23.35
Offers of Positions,	5,291	3,268	8,559	6,626	+29.17
Individuals to whom one Position only was offered,	1,949	698	2,647	2,249	+17.70
Individuals to whom more than one Position was offered,	865	600	1,555	1,143	+36.05
Total to whom Positions were offered, . . .	2,814	1,388	4,202	3,392	+23.88
Positions Reported filled,	2,791	1,519	4,310	3,675	+17.28
Individuals for whom one Position only was secured,	1,181	492	1,673	1,604	+4.30
Individuals for whom more than one Position was secured,	417	210	627	481	+30.35
Total for whom Positions were secured, . . .	1,598	702	2,300	2,085	+10.31

TABLE IV.—*Summary of Business of the Fall River Office for the Year ending November 30, 1911, compared with 1910.*

CLASSIFICATION.	1911			1910	Per Cent of Increase (+) or Decrease (-)
	Males	Females	Total	Totals (For Di- vision by Sex, see Report for 1910)	
Applications for Employment, . . .	2,190	1,392	3,582	4,088	-12.38
Applications from Employers, . . .	-	-	1,305	1,626	-19.74
<i>Individual Employers who Applied for Help, Persons Applied for by Employers, . . .</i>	493	1,147	534 1,640	927 1,922	-42.39 -14.67
Offers of Positions,	754	1,171	1,925	2,826	-31.88
Individuals to whom <i>one Position only</i> was offered, . . .	448	404	852	1,210	-29.59
Individuals to whom <i>more than one Position</i> was offered, . . .	82	284	366	476	-23.11
Total to whom Positions were offered, . .	530	688	1,218	1,686	-27.76
Positions Reported filled,	374	668	1,042	1,421	-26.67
Individuals for whom <i>one Position only</i> was secured, . . .	257	288	545	777	-29.86
Individuals for whom <i>more than one Position</i> was secured, . . .	76	172	248	168	+47.62
Total for whom Positions were secured, . .	333	460	793	945	-16.08

TABLE V.—*Summary of Business at Each Office Showing Labor*

	CLASSIFICATION.	Working Days	SUPPLY	
			Applications for Employment	Daily Average
1	Boston: Males,	304	27,868	91.67
2	Females,	304	12,246	40.28
3	Total,	304	40,114	131.95
4	Springfield: Males,	305	7,722	25.32
5	Females,	305	2,841	9.31
6	Total,	1 305	10,563	34.63
7	Fall River: Males,	305	2,190	7.18
8	Females,	305	1,392	4.56
9	Total,	1 305	3,582	11.74
10	Consolidated Totals for three offices:			
11	Males,	304	37,780	124.17
12	Females,	304	16,479	54.15
	Total,	304	54,259	178.32

TABLE VI.—*Consolidated Summary of Business by Months at All of November 30,*

	MONTHS.	Working Days	SUPPLY	
			Applications for Employment	Daily Average
1	1910.			
	December,	26	4,463	171.65
2	1911.			
3	January,	26	5,005	192.50
4	February,	23	3,859	167.78
5	March,	27	5,018	185.85
6	April,	24	4,306	179.42
7	May,	26	4,933	189.73
8	June,	1 25	5,138	203.46
9	July,	25	3,840	155.60
10	August,	27	4,329	160.33
11	September,	25	4,585	183.40
12	October,	25	4,809	192.36
13	November,	25	3,974	158.96
	Total,	304	54,259	178.32

¹ Springfield and Fall River offices had 26 working days in June.

Supply and Demand for the Year Ending November 30, 1911.

Number of Ap- plications from Em- ployers	DEMAND		POSITIONS OFFERED		POSITIONS FILLED		Percent- ages of Positions Filled of Persons Called for	Percent- ages of Positions Filled of Appli- cations
	Ag- gregate Number of Persons Called for	Daily Average	Number	Daily Average	Number	Daily Average		
-	13,898 8,918	45.72 29.33	33,684 14,004	110.80 46.07	9,303 6,503	30.60 21.39	66.94 72.92	33.38 53.10
18,504	22,816	75.05	47,688	156.87	15,806	51.99	69.28	39.40
-	3,690 2,486	12.10 8.15	5,291 3,268	17.35 10.71	2,791 1,519	9.15 4.98	75.64 61.10	36.14 53.47
5,012	6,176	20.25	8,559	28.06	4,310	14.13	69.79	40.80
-	493 1,147	1.62 3.76	754 1,171	2.47 3.84	374 668	1.23 2.19	75.86 58.24	17.08 47.99
1,305	1,640	5.38	1,925	6.31	1,042	3.42	63.54	29.09
-	18,081 12,551	59.44 41.24	39,729 18,443	130.62 60.62	12,468 8,690	40.98 28.56	68.96 69.24	33.00 52.73
24,821	30,632	100.68	58,172	191.24	21,158	69.54	69.07	38.99

the Offices Showing Labor Supply and Demand for the Year Ending 1911 — Both Sexes.

Number of Ap- plications from Em- ployers	DEMAND		POSITIONS OFFERED		POSITIONS FILLED		Percent- ages of Positions Filled of Persons Called for
	Ag- gregate Number of Persons Called for	Daily Average	Number	Daily Average	Number	Daily Average	
1,451	2,191	84.27	3,202	123.15	1,309	50.35	59.74
1,396	1,591	61.19	3,043	117.04	1,140	43.85	71.65
1,263	1,526	66.35	2,925	127.17	1,139	49.52	74.64
1,923	2,258	83.63	4,415	163.52	1,613	59.74	71.43
2,197	2,465	102.71	4,805	200.21	1,676	69.83	67.99
2,878	3,303	127.04	6,158	236.85	2,348	90.31	71.09
2,327	2,778	110.01	5,316	211.14	2,017	79.87	72.61
2,112	2,693	107.72	4,710	188.40	1,897	75.88	70.44
2,136	2,607	96.56	5,115	189.44	1,747	64.70	67.01
2,803	3,664	146.56	6,615	264.60	2,225	89.00	60.73
2,423	3,098	123.92	6,718	268.72	2,250	90.00	72.63
1,912	2,458	98.32	5,150	206.00	1,797	71.88	73.11
24,821	30,632	100.68	58,172	191.24	21,158	69.54	69.07

TABLE VII.—*Positions Secured at the Three Offices Classified*

	CLASSIFICATION.	BOSTON		
		Males	Females	Total
1	Agricultural pursuits,	904	-	904
2	Professional service,	52	3	55
3	Domestic and personal service,	3,393	5,408	8,801
4	Trade and transportation,	2,265	368	2,633
5	Manufacturing and mechanical pursuits,	2,563	713	3,276
6	Apprentices,	126	11	137
7	Totals,	9,303	6,503	15,806

by Sex and Occupation for the Year Ending November 30, 1911.

SPRINGFIELD			FALL RIVER			THREE OFFICES		
Males	Females	Total	Males	Females	Total	Males	Females	Total
955	6	961	62	-	62	1,921	6	1,927
4	-	4	-	-	-	56	3	59
988	1,293	2,281	150	630	780	4,531	7,331	11,862
339	44	383	37	6	43	2,641	418	3,059
498	176	674	123	32	155	3,184	921	4,105
7	-	7	2	-	2	135	11	146
2,791	1,519	4,310	374	668	1,042	12,468	8,690	21,158

The Commonwealth of Massachusetts

SIXTH ANNUAL REPORT

ON THE

STATE FREE EMPLOYMENT OFFICES

FOR THE YEAR

1912

BY

THE DIRECTOR OF THE BUREAU OF STATISTICS

6



BOSTON

WRIGHT & POTTER PRINTING CO., STATE PRINTERS

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1913

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SIXTH ANNUAL REPORT ON THE STATE FREE EMPLOYMENT OFFICES.

INTRODUCTION.

The Sixth Annual Report on the State Free Employment Offices covering the year ending November 30, 1912, is submitted herewith. These offices are located, respectively, at Boston, Springfield, and Fall River. During the six years since the Boston office was established, the aggregate number of positions reported to the several offices as having been filled through them is 116,525, the net increase for the period being from 15,510 to 26,587, or 11,077, 71.42 per cent. The figures by years are as follows:—

The positions reported filled by the three offices during the year have been broadly classified as follows:—

OCCUPATIONS.	Males	Females	Totals
Agricultural pursuits,	1,837	11	1,848
Professional service,	44	4	48
Domestic and personal service,	6,501	8,230	14,731
Trade and transportation,	3,237	457	3,694
Manufacturing and mechanical pursuits,	4,658	1,382	6,040
Apprentices,	223	3	226
Totals,	16,500	10,087	26,587

A consolidated summary of the business of the three offices since the establishment of the Boston office, December 3, 1906, is given below:—

CLASSIFICATION.	YEAR ENDING NOVEMBER 30,						Total
	1907 ¹	1908	1909	1910	1911	1912	
Applications for Employment, . . .	47,746	57,405	42,607	47,377	54,259	57,726	307,120
Offers of Positions,	46,853	32,654	41,540	51,082	58,172	74,089	304,390
Positions Reported Filled,	15,510	14,955	17,741	20,574	21,158	26,587	116,525
Persons for whom Positions were Secured, .	10,707 ²	9,093	11,166	12,292	13,205	15,711	72,174
Persons Applied for by Employers, .	35,563	18,980	23,817	28,354	30,632	36,834	174,180

¹ The figures for 1907 are for a full 12 months for the Boston office, but are for three months only for the Springfield office and two months only for the Fall River office.

² This figure is for the Boston office only.

THE BOSTON OFFICE.

Summary of Business from December 3, 1906, to November 30, 1912.

CLASSIFICATION.	YEAR ENDING NOVEMBER 30,						Total
	1907	1908	1909	1910	1911	1912	
Applications for Employment,	44,910	46,563	31,820	35,181	40,114	43,158	241,746
Offers of Positions,	44,876	24,445	32,432	41,630	47,688	61,051	252,122
Positions Reported Filled,	14,480	9,941	13,034	15,478	15,806	19,554	88,293
Persons for whom Positions were Secured, .	10,707	6,535	8,327	9,262	10,112	12,216	57,159
Persons Applied for by Employers, .	33,696	12,825	17,404	21,425	22,816	26,749	134,915

The Boston office showed 14,480 positions reported filled in 1907, the first year of its operation. The depression following the financial panic of October, 1907, was reflected in the fact that in 1908 the number of positions reported filled decreased to 9,941; but since then each successive year has shown an increase, and in 1912 there were 19,554 positions reported filled by this office, or 3,748 more than in 1911. The increase in the number of positions reported filled by the Boston office in 1912 over the first year of its operation was 5,074, or 35.04 per cent., for the six-year period.

In reviewing the work of the Boston office during the past year, the Superintendent writes as follows:—

I have continued to issue a monthly Labor Market letter simply confining my remarks to a mere statement of facts as we saw them at this

office. The Labor Market throughout the year has been exceedingly good, especially since June 1. Machine shop and foundry hands and building tradesmen have been in great demand and at times efficient workmen have been exceedingly scarce. There has been an increased demand for boot and shoe workers as compared with last year; this is partly accounted for by the fact that a number of shoe factories have removed to Boston where help could be more readily obtained than in the more remote country districts.

Textile help (female) has been called for to a considerable extent, chiefly from the mills in the Merrimac Valley, and we have been able to supply a goodly number.

The orders for garment workers and tailors (custom) show an increase over last year. We have built up considerable business in supplying day workers, so-called, and while it takes as much time and expense to handle that business as many other occupations, we have been of great assistance to a certain class of women who could not very well get along without this service. Women, who for one reason or another, are not suited to factory or other kinds of work and must go home nights, need just this kind of employment. The demand for factory workers (female) has been excessive with a very limited supply. Most young women refuse housework or factory work; they insist on office or other light congenial employment, with short hours and Saturday half holiday. The commercial schools are turning out each year a supply of bookkeepers, stenographers, and clerks far in excess of the demand, and wages for help in those occupations have declined considerably during the past few years.

A higher grade of help has been called for and skilled workmen have been exceedingly scarce. The unskilled have been with us in large numbers, but general laborers have been scarce at the conditions offered.

We endeavor in every case to secure from the employer specific information in regard to the service which he desires rendered. The success of this office and the quality of service which it is enabled to render depends largely upon the co-operation of its patrons. Some employers, I may say a majority of our older patrons, cheerfully co-operate with us. There are several reasons why they should keep in close touch with this office, viz., when a position has been filled, whether by this office or not, we should be promptly notified, so that further effort on our part may cease and also relieve all parties concerned of unnecessary inconvenience and expense.

During the year there were 364 persons (278 male and 86 female) who were sent to this office by public benefactors, including the Charities,—319 of whom were offered employment and 99 (65 male and 34 female) secured employment. Of the 92 sent by the Charities, 37 were given employment.

Our records show a total of 23,728 employers who have patronized the office since its institution on December 3, 1906, of whom 6,820 have applied for help this year. Employers outside of Massachusetts to the number of 576 have been its patrons since the opening day, 134 of whom

have applied this year. We have had calls from 3,317 new employers during the past year who have never applied before, and the patronage of 3,503 of our former patrons has been retained, a fact indicating to a gratifying degree the confidence given the office by employers and their satisfaction with its service.

I submit the following to show the scope or field which this office is serving: Of the supply (persons seeking employment), 80% gave Boston as their residence and 20%, outside. Of the demand (persons called for), 73% were from Boston concerns and 27%, outside. We now have employers as patrons from twenty States outside of Massachusetts, also Bermuda and the British Provinces.

The demand in the Skilled Departments (male and female) shows an increase of 22% and the positions reported filled, an increase of 38% over the preceding year. In the Boys' and Minors' Department, the demand increased 25% and the positions reported filled, 22% over the preceding year. The demand in the Unskilled Departments (male and female) shows an increase of 16% and the positions reported filled, 15% over the preceding year.

Of the total number of male individuals who were offered positions (22,380), 58%, or 12,980, were native born and 42%, or 9,400, were foreign born. Of the total number of female individuals who were offered positions (6,186), 39%, or 2,412, were native born and 61%, or 3,774, were foreign born.

Of the total number of male individuals who secured employment (8,618), 56%, or 4,826, were native born and 44%, or 3,792, were foreign born. Of the total number of female individuals who secured employment (3,598), 38%, or 1,357, were native born and 62%, or 2,241, were foreign born.

The opportunities for utilizing the State Free Employment Offices as agencies not only for investigating the larger aspects of the problem of unemployment, but for accumulating statistical information which might be used to advantage in the study of other social problems, are numerous; but such an extension of the primary purpose underlying the establishment of the offices which is to afford facilities for bringing together those seeking employment and those in need of help, would involve a very considerable increased expenditure above what is now required for carrying out the definite provisions of the statute, and I have accordingly felt justified in proceeding cautiously in the matter of imposing on the offices the additional functions of sociological laboratories. An opportunity has been presented during the past year, however, by the apparent personal qualifications of one of the newer employees of the Boston office, Mr. Francis E. Deady,

for making a special study of the question of employment for boys with a view to the office performing a useful service in the matter of advising young lads with respect to the character of the occupations to which they may best be suited by virtue of training and personal qualifications. Since September 1, Mr. Deady has been in charge of the department for male minors under 20 years of age, and his point of view in dealing with this question in its most practical form should be of interest. In a statement made to the Superintendent of the office, based upon his experience, he says: —

In view of the special problems affecting juvenile workers, it must be understood at the very outset that boy labor cannot be treated as an isolated or concrete subject; it is rather an ethical question wherein topics of elementary education and the many problems of the family as a social unit are correlated. The problem does not merely consist of placing a boy at an occupation or trade which will occupy his mind and hold his attention. It is a question of finding employment suitable and consistent with his education, his home training and environment, his physical qualifications and natural inclinations. In other words, the character and capacity of the boy applicant must be weighed against the permanence of the prospective position as well as the nature of the work in question.

Ranging from fourteen to nineteen years of age, of all nationalities and beliefs, fresh from the influence of questionable home environment, boisterous and brimful of animation, without ideas and thoughtless to a marked degree, — this is the picture of the ordinary boy who is in search of employment. He is without a care and his only thought, if he has one, is to obtain as high a wage as possible. It is safe to say that of the thousands of boys who apply annually at the Employment Office, two-thirds are between sixteen and eighteen years of age. Before going farther, we can safely say that twenty per cent of the youngest lads have only left school a few weeks before applying for work. Approximately sixty per cent have not completed a course in the elementary grammar schools. This lack of primary education may, I think, be attributable to three main causes, bad home influence, mental dullness or physical weakness.

The average boy while seeking employment, in ninety-nine cases out of a hundred, is unaccompanied by either parent. Such a condition is deplorable. It not only shows a lack of interest in the boys' welfare on the part of the parents, but it also places the youthful applicant in an unfair position. Oftentimes, owing to inexperience, a boy accepts a position without inquiring into the details and nature of the same. His main thought is the amount of the wage to be received. Consequently, there is but one obvious result. The hours are excessive, the work is

beyond the boy's strength, or the work is hazardous, — and finally the lad withdraws without notice. It is this general apathy on the part of the parents of a boy combined with over zealousness on the part of an ordinary employer to secure boy labor for a mere trifle that accounts for the instability of juvenile labor.

Unfortunately, up to the present time, it has been my observation that, as parents, men have been too much concerned that boys should help to support the family as soon as possible. Where there are a number of young children in the family, as soon as the oldest boy reaches fourteen years of age, the parents feel unable to forego his earnings. Naturally, therefore, the tendency is for the boy to take the job which immediately gives the highest possible wage, — regardless of the future.

At the present time, thousands of boys in leaving school enter occupations in which they cannot hope to remain for more than a few years, and in which they are not being fitted for a permanent future career. With the development of processes to which apprenticeship has never been applied, there has come a break in the continuity of industrial life.

THE SPRINGFIELD OFFICE.

Summary of Business from September 4, 1907, to November 30, 1912.

CLASSIFICATION.	YEAR ENDING NOVEMBER 30,						Total
	1907	1908	1909	1910	1911	1912	
Applications for Employment, . . .	2,176	7,144	7,145	8,108	10,563	11,888	47,024
Offers of Positions,	1,464	3,940	5,753	6,626	8,559	11,077	37,419
Positions Reported Filled,	796	2,431	3,166	3,675	4,310	5,392	19,770
Persons for whom Positions were Secured,	— ¹	1,538	1,929	2,085	2,300	2,819	10,671
Persons Applied for by Employers, . . .	1,488	3,204	4,283	5,007	6,176	7,845	28,003

¹ No record of detail kept. Office open three months only in 1907.

The Springfield office was not opened until September in the year 1907, so that it has completed only five full years, during which period, that is, since 1908, there has been a steady increase each year in the number of positions reported secured over the preceding year, the number for 1912 being 5,392, or 1,082 more than during 1911. The increase in this number for the five-year period has been 2,961, or 121.80 per cent. The Superintendent of the office comments as follows in a report to the Director of the Bureau:—

I have completed four years' service, lacking one month, as superintendent of the Springfield office and am much gratified with its growth,

the year just ended having been the most successful since this office was opened and has shown an increase not only in the number of individual employers who applied for help and the number called for by employers, but also in the number of employees applying for work and the number of positions filled.

Since the office first opened 5,280 individual employers have applied for help, 275 of whom reside outside the State and 2,085 of these employers have applied for help this year. Of those employers who applied for help this year, 1,135 have applied in former years, of whom 61 are non-residents of this State and 950 represent the number of employers who used the office for the first time, 53 of whom do not live in Massachusetts.

The location of the office was changed the last of October and we now have an excellent office located at the corner of Worthington and Water streets, with separate rooms for the men and women, each with its own entrance from the street, this being a great improvement over our old location on Bridge Street. The office is also well lighted.

The work of the office, especially in the men's department, has increased to such an extent that it requires almost the entire time of your superintendent at the counter waiting on employers and employees, giving him very little time for other office work; and a male clerk, competent to place in charge of the men's department should be added to the office force, there being enough business to require his entire time. If the business of the office increases as much during the coming year as it has this year, the male department will require the entire time of a clerk and part of the time of the superintendent.

I have found, during the past year, considerable difficulty in supplying the farmers with help, most of the men preferring construction work with its definite hours of labor; and many of those willing to go on the farm have not been of the high grade handled in previous years, mainly because the farmers have not increased their wages or reduced the hours of work so as to compete with construction work, of which there has been a great deal in this vicinity during the past year.

THE FALL RIVER OFFICE.

Summary of Business from October 1, 1907, to November 30, 1912.

CLASSIFICATION.	YEAR ENDING NOVEMBER 30,						Total
	1907	1908	1909	1910	1911	1912	
Applications for Employment, . . .	660	3,698	3,642	4,088	3,582	2,680	18,350
Offers of Positions,	513	4,269	3,355	2,826	1,925	1,961	14,849
Positions Reported Filled,	234	2,583	1,541	1,421	1,042	1,641	8,462
Persons for whom Positions were Secured,	- ¹	1,020	910	945	793	676	4,344
Persons Applied for by Employers,	379	2,951	2,130	1,922	1,640	2,240	11,262

¹ No record of detail kept. Office open two months only in 1907.

The Fall River office, like that at Springfield, has now been in operation for four full years. According to the records of this office it appears that in 1908 the number of positions reported filled by it was 2,583; in 1909 the number was 1,541; in 1910 it was 1,421; in 1911 it dropped to 1,042; and in 1912 it rose to 1,641, an increase of 599 over the preceding year. The number of applications for employment recorded for this office was substantially the same in 1908 and 1909, being, respectively, 3,698 and 3,642; in 1910 it rose to 4,088; in 1911, it dropped to 3,582, and in 1912 it again dropped to 2,680. On the other hand, the number of persons applied for by employers, which showed a steady decline from 1908 to 1911, increased from 1,640 in that year to 2,240 in 1912. There has thus been a gratifying growth during the past year both in the number of positions reported filled and in the degree of patronage by employers.

Since this office was first opened it has had three different superintendents, the latest change having been made in August, 1911, and in that year, also, new quarters were procured. The hope expressed in my report a year ago that these changes might result in the office being able to make a better showing than formerly thus appears by the record to have been at least partially justified; but the experience of five years appears to have demonstrated that the industrial conditions peculiar to Fall River, to which attention has been called in former reports, are such that it is doubtful whether the State Free Employment Office in this city can ever be expected to show as wide and growing patronage relatively as has characterized the offices in Boston and Springfield.

Expenditures on Account of Free Employment Offices, 1912.

The classified expenditures for the maintenance of the three offices during the year ending November 30, 1912 were as follows:—

	Boston	Springfield	Fall River	Total
Maintenance of Offices:				
Printing Annual Report,	\$48.22	\$24.11	\$24.11	\$96.44
Job printing,	595.90	160.46	44.55	800.91
Postage (including stamped envelopes),	112.45	59.54	22.50	194.49
Stationery and supplies,	100.67	19.25	31.66	151.58
Machine supplies and repairs,	92.10	61.00	—	153.10
Rent,	2,499.96	629.75	525.00	3,654.71
Electric light and gas,	171.05	57.87	12.50	241.42
Telephone, telegraph and messenger,	504.69	118.07	142.20	764.96
Advertising,	475.56	92.80	22.41	590.77
Cleaning materials,	61.91	17.55	9.05	88.51
Expressage and teaming,	1.80	15.11	4.45	21.36
Travel,	8.93	23.20	89.40	121.53
All other,	136.25	34.12	20.45	190.82
Salaries (including janitor service),	12,502.67	2,912.50	1,512.50	16,927.67
Total,	\$17,312.16	\$4,225.33	\$2,460.78	\$23,998.27
Balance unexpended,				1.73
Appropriation,				\$24,000.00

Mr. Walter L. Sears continues as superintendent of the Boston office, a position he has held since it was first opened; Mr. Chester W. Allen remains in charge of the Springfield office; and Mr. Harry F. Downs in charge of the Fall River office. I wish to record here my appreciation of the faithfulness with which the superintendents of the three offices have performed their duties.

CHARLES F. GETTEMY,
Director, Bureau of Statistics.

STATE HOUSE, BOSTON, January 1, 1913.

STATISTICAL TABLES.

STATISTICAL TABLES.

TABLE I.—*Consolidated Summary of Business of the Three State Offices for the Year ending November 30, 1912, compared with 1911.*

CLASSIFICATION.	1912			1911	Per Cent of Increase (+) or Decrease (-)
	Males	Females	Totals	Totals (For Di- vision by Sex, see Report for 1911)	
Applications for Employment, . . .	40,973	16,753	57,726	54,259	+6.39
Applications from Employers, . . .	-	-	29,686	24,821	+19.60
Individual Employers who Applied for Help, Persons Applied for by Employers, . . .	23,403	13,431	9,457 36,834	8,668 30,632	+9.10 +20.25
Offers of Positions,	54,096	19,993	74,089	58,172	+27.36
Individuals to whom one Position only was offered,	17,341	4,239	21,580	17,956	+20.18
Individuals to whom more than one Position was offered,	9,532	3,350	12,882	10,234	+25.87
Total to whom Positions were offered, . . .	26,873	7,589	34,462	28,190	+22.25
Positions Reported filled,	16,500	10,087	26,587	21,158	+25.66
Individuals for whom one Position only was secured,	8,610	2,979	11,589	9,618	+20.49
Individuals for whom more than one Position was secured,	2,581	1,541	4,122	3,587	+14.91
Total for whom Positions were secured, . . .	11,191	4,520	15,711	13,205	+18.98

TABLE II.—*Summary of Business of the Boston Office for the Year ending November 30, 1912, compared with 1911.*

CLASSIFICATION.	1912			1911	Per Cent of Increase (+) or Decrease (-)
	Males	Females	Totals	Totals (For Di- vision by Sex, see Report for 1911)	
Applications for Employment, . . .	30,275	12,883	43,158	40,114	+7.50
Applications from Employers, . . .	-	-	21,995	18,504	+18.87
<i>Individual Employers who Applied for Help, Persons Applied for by Employers,</i> . . .	16,992	9,757	26,749	6,820 22,816	+9.86 +17.24
Offers of Positions,	45,009	16,042	61,051	47,688	+28.02
Individuals to whom one Position only was offered, . . .	14,271	3,438	17,709	14,457	+22.49
Individuals to whom more than one Position was offered,	8,109	2,748	10,857	8,313	+30.60
Total to whom Positions were offered, . . .	22,380	6,186	28,566	22,770	+25.45
Positions Reported filled,	11,966	7,588	19,554	15,806	+23.71
Individuals for whom one Position only was secured, . . .	6,677	2,302	8,979	7,400	+21.34
Individuals for whom more than one Position was secured,	1,941	1,296	3,237	2,712	+19.36
Total for whom Positions were secured, . . .	8,618	3,598	12,216	10,112	+20.81

TABLE III.—*Summary of Business of the Springfield Office for the Year ending November 30, 1912, compared with 1911.*

CLASSIFICATION.	1912			1911	Per Cent of Increase (+) or Decrease (-)
	Males	Females	Total	Totals (For Di- vision by Sex, see Report for 1911)	
Applications for Employment, . . .	9,433	2,455	11,888	10,563	+12.54
Applications from Employers, . . .	-	-	5,910	5,012	+17.92
Individual Employers who Applied for Help, Persons Applied for by Employers, . . .	5,535	2,310	7,845	6,176	+8.26 +27.02
Offers of Positions,	8,389	2,688	11,077	8,559	+29.42
Individuals to whom one Position only was offered, . . .	2,693	575	3,268	2,647	+23.46
Individuals to whom more than one Position was offered,	1,375	468	1,843	1,555	+18.52
Total to whom Positions were offered, . .	4,068	1,043	5,111	4,202	+21.63
Positions Reported filled,	3,978	1,414	5,392	4,310	+25.10
Individuals for whom one Position only was secured, . . .	1,616	424	2,040	1,673	+21.94
Individuals for whom more than one Position was secured,	614	165	779	627	+24.24
Total for whom Positions were secured, . .	2,230	589	2,819	2,300	+22.57

TABLE IV. — *Summary of Business of the Fall River Office for the Year ending November 30, 1912, compared with 1911.*

CLASSIFICATION.	1912			1911	Per Cent of Increase (+) or Decrease (—)
	Males	Females	Total	Totals (For Di- vision by Sex, see Report for 1911)	
Applications for <i>Employment</i> , . . .	1,265	1,415	2,680	3,582	—25.18
Applications from <i>Employers</i> , . . .	-	-	1,781	1,305	+36.48
<i>Individual Employers who Applied for Help, Persons Applied for by Employers</i> , . . .	876	1,364	2,240	552 1,640	+3.37 +36.59
Offers of Positions,	698	1,263	1,961	1,925	+1.87
Individuals to whom <i>one Position only</i> was offered, . . .	377	226	603	852	—29.23
Individuals to whom <i>more than one Position</i> was offered,	48	134	182	366	—50.27
Total to whom Positions were offered, . . .	425	360	785	1,218	—35.55
Positions Reported Filled,	556	1,085	1,641	1,042	+57.49
Individuals for whom <i>one Position only</i> was secured, . . .	317	253	570	545	+4.59
Individuals for whom <i>more than one Position</i> was secured,	26	80	106	248	—57.26
Total for whom Positions were secured, . . .	343	333	676	793	—14.75

TABLE V.—*Summary of Business at Each Office Showing Labor*

	CLASSIFICATION.	Working Days	SUPPLY	
			Applications for Employment	Daily Average
1	Boston: Males,	305	30,275	99.26
2	Females,	305	12,883	42.24
3	Total,	305	43,158	141.50
4	Springfield: Males,	306	9,433	30.83
5	Females,	306	2,455	8.02
6	Total,	¹ 306	11,888	38.85
7	Fall River: Males,	306	1,265	4.14
8	Females,	306	1,415	4.62
9	Total,	¹ 306	2,680	8.76
10	Consolidated Totals for three offices: Males,	305	40,973	134.23
11	Females,	305	16,753	54.88
12	Total,	305	57,726	189.11

TABLE VI.—*Consolidated Summary of Business by Months at All of November 30,*

	MONTHS.	Working Days	SUPPLY	
			Applications for Employment	Daily Average
1	1911. December,	25	3,532	141.28
2	1912. January,	27	4,285	158.70
3	February,	24	3,727	155.29
4	March,	26	4,107	157.96
5	April,	25	4,696	187.84
6	May,	26	5,272	202.77
7	June,	¹ 24	4,903	202.09
8	July,	26	5,471	210.42
9	August,	27	5,193	192.33
10	September,	24	6,154	256.42
11	October,	26	5,740	220.77
12	November,	25	4,646	185.84
13	Totals,	305	57,726	189.11

¹ Springfield and Fall River offices had 26 working days in June.

Supply and Demand for the Year Ending November 30, 1912.

DEMAND			POSITIONS OFFERED		POSITIONS FILLED		Percentages of Positions Filled of Persons Called for	Percentages of Positions Filled of Applications
Number of Applications from Employers	Aggregate Number of Persons Called for	Daily Average	Number	Daily Average	Number	Daily Average		
-	16,992 9,757	55.70 32.00	45,009 16,042	147.57 52.60	11,966 7,588	39.23 24.88	70.42 77.77	39.52 58.90
21,995	26,749	87.70	61,051	200.17	19,554	64.11	73.10	45.31
-	5,535 2,310	18.09 7.55	8,389 2,688	27.42 8.78	3,978 1,414	13.00 4.62	71.87 61.21	42.17 57.60
5,910	7,845	25.64	11,077	36.20	5,392	17.62	68.73	45.36
-	876 1,364	2.86 4.46	698 1,263	2.28 4.13	556 1,085	1.82 3.54	63.47 79.55	43.95 76.68
1,781	2,240	7.32	1,961	6.41	1,641	5.36	63.26	61.23
-	23,403 13,431	76.65 44.01	54,096 19,993	177.27 65.51	16,500 10,087	54.05 33.04	70.50 75.10	40.27 60.21
29,686	36,834	120.66	74,089	242.78	26,587	87.09	72.18	46.06

the Offices Showing Labor Supply and Demand for the Year Ending 1912 — Both Sexes.

DEMAND			POSITIONS OFFERED		POSITIONS FILLED		Percentages of Positions Filled of Persons Called for
Number of Applications from Employers	Aggregate Number of Persons Called for	Daily Average	Number	Daily Average	Number	Daily Average	
1,536	1,836	73.44	3,751	150.04	1,340	53.60	72.98
1,564	2,182	80.81	4,028	149.19	1,580	58.52	72.41
1,630	1,873	78.04	3,731	155.46	1,417	59.04	75.65
2,105	2,387	91.81	4,909	188.81	1,667	64.12	69.84
2,790	3,309	132.36	6,400	256.00	2,320	92.80	70.11
2,834	3,527	135.65	7,198	276.85	2,692	103.54	76.33
2,643	3,252	133.99	6,326	261.38	2,463	101.42	75.74
2,723	3,652	140.46	7,299	280.73	2,661	102.35	72.86
2,694	3,430	127.04	7,244	268.30	2,380	88.15	69.39
3,415	4,283	178.46	8,587	357.79	2,974	123.92	60.44
3,352	4,152	159.69	8,284	318.62	2,898	111.46	69.80
2,400	2,951	118.04	6,332	253.28	2,195	87.80	74.38
29,686	36,834	120.66	74,089	242.78	26,587	87.09	72.18

TABLE VII.—*Positions Secured at the Three Offices Classified*

	CLASSIFICATION.	BOSTON		
		Males	Females	Total
1	Agricultural pursuits,	797	—	797
2	Professional service,	40	4	44
3	Domestic and personal service,	4,457	5,921	10,378
4	Trade and transportation,	2,788	436	3,224
5	Manufacturing and mechanical pursuits,	3,674	1,224	4,898
6	Apprentices,	210	3	213
7	Totals,	11,966	7,588	19,554

by Sex and Occupation for the Year Ending November 30, 1912.

SPRINGFIELD			FALL RIVER			THREE OFFICES		
Males	Females	Total	Males	Females	Total	Males	Females	Total
1,023	11	1,034	17	-	17	1,837	11	1,848
4	-	4	-	-	-	44	4	48
1,668	1,249	2,917	376	1,060	1,436	6,501	8,230	14,731
429	14	443	20	7	27	3,237	457	3,694
848	140	988	136	18	154	4,658	1,382	6,040
6	-	6	7	-	7	223	3	226
3,978	1,414	5,392	556	1,085	1,641	16,500	10,087	26,587

The Commonwealth of Massachusetts

SEVENTH ANNUAL REPORT

ON THE

STATE FREE EMPLOYMENT OFFICES

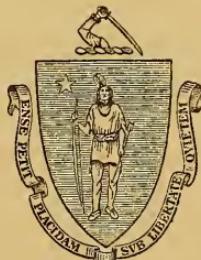
FOR THE YEAR

1913

BY

THE DIRECTOR OF THE BUREAU OF STATISTICS

7



BOSTON

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SEVENTH ANNUAL REPORT ON THE STATE FREE
EMPLOYMENT OFFICES.

INTRODUCTION.

The Seventh Annual Report on the State Free Employment Offices covering the year ending November 30, 1913, is submitted herewith. These offices are located, respectively, at Boston, Springfield, Fall River, and Worcester, the office in Worcester having been opened September 15, 1913. During the seven years since the Boston office was established, the aggregate number of positions reported to the several offices as having been filled through them is 145,642, the net increase for the period being from 15,510 to 29,117, or 13,607, 87.73 per cent. The figures by years are as follows: —

1907,	15,510
1908,	14,955
1909,	17,741
1910,	20,574
1911,	21,158
1912,	26,587
1913,	29,117
Total for 7 years.	145,642

The positions reported filled by all the offices during the year have been broadly classified as follows:—

OCCUPATIONS.	Males	Females	Totals
Agricultural pursuits,	1,763	8	1,771
Professional service,	53	4	57
Domestic and personal service,	7,317	8,762	16,079
Trade and transportation,	3,408	695	4,103
Manufacturing and mechanical pursuits,	5,461	1,424	6,885
Apprentices,	207	15	222
Totals,	18,209	10,908	29,117

A consolidated summary of the business of the four offices since the establishment of the Boston office, December 3, 1906, is given below:—

CLASSIFICATION.	YEAR ENDING NOVEMBER 30,							Total
	1907 ¹	1908	1909	1910	1911	1912	1913 ²	
Offers of Positions, . . .	46,853	32,654	41,540	51,082	58,172	74,089	74,113	378,503
Positions Reported Filled, . . .	15,510	14,955	17,741	20,574	21,158	26,587	29,117	145,642
Persons Furnished Employment, . . .	10,707 ³	9,093	11,166	12,292	13,205	15,711	16,835	89,009
Persons Applied for by Employers, . . .	35,563	18,980	23,817	28,354	30,632	36,834	39,230	213,410

¹ The figures for 1907 are for a full 12 months for the Boston office, but are for three months only for the Springfield office and two months only for the Fall River office.

² The figures for 1913 are for a full 12 months for the Boston and Springfield offices, 11 months for the Fall River office (this office having been closed during August) and two and one half months for the Worcester office.

³ This figure is for the Boston office only.

THE BOSTON OFFICE: 8 Kneeland Street.

WALTER L. SEARS, *Superintendent.*

Summary of Business from December 3, 1906, to November 30, 1913.

CLASSIFICATION.	YEAR ENDING NOVEMBER 30,							Total
	1907	1908	1909	1910	1911	1912	1913	
Offers of Positions, . . .	44,876	24,445	32,432	41,630	47,688	61,051	58,324	310,446
Positions Reported Filled, . . .	14,480	9,941	13,034	15,478	15,806	19,554	20,971	109,264
Persons Furnished Employment, . . .	10,707	6,535	8,327	9,262	10,112	12,216	12,981	70,140
Persons Applied for by Employers, . . .	33,696	12,825	17,404	21,425	22,816	26,749	26,956	161,871

The Boston office showed 14,480 positions reported filled in 1907, the first year of its operation; in 1913, the number had risen to 20,971, an increase for that year over the first year of operation of 6,491, or 44.83 per cent. With the exception of the year following the financial panic of October, 1907, the number of positions reported filled by this office has increased over the number of the preceding year. The increase for 1913 over 1912 was 1,417.

In reviewing the work of the Boston office during the past year, the Superintendent writes as follows:—

During the year, in accordance with custom, conferences were held of all the employees of this office, in an endeavor to improve the service,

and while there have been no material changes adopted in the method of doing business, all employees have been made to feel that they were a part of the organization and perfectly free to make suggestions which they believed would make for a more efficient service. The office is more highly organized to-day and is doing more of those things for which it was created than ever before.

The demands upon the office for service have increased each year, since the office was opened, seven years ago. In receiving orders for help great care is taken to obtain the fullest information as to the nature of the work to be performed, hours, wages, conditions, and tenure. We always urge co-operation with the office by all of our patrons, because it makes for a better service and tends to minimize the expense incurred in notifying delinquent employers.

Every employment office, whether private or public, in order to obtain business, must give a certain amount of publicity to its facilities and opportunities. There are various methods of accomplishing this result. The daily press is undoubtedly the best way. With the means at our command for this purpose, we advertise "help wanted" only when we are certain that it cannot be obtained in any other manner. We are able to advertise "help wanted" and "situations wanted" in the Christian Science Monitor gratis and with excellent results. Our monthly "Labor Market Letter," which is sent to a mailing list of about thirty-five, furnishes a certain amount of desirable publicity. We also have bulletin boards in each department upon which opportunities are placed as soon as they are received by the office. Opportunities requiring little skill or knowledge we can usually fill without great difficulty. Whenever I have had an opportunity to speak at meetings about the work of the office, I have done so and in this way have obtained a certain amount of advertising.

Owing to the publicity which we have received, our office has become very widely known. We have received applications for employment from Australia, Tasmania, Great Britain, and quite a few from the British Provinces, also from more than twenty states in the Union. To those who apply for help or employment from outside of this Commonwealth, it is the rule to send a post card calling their attention to the provision of the law which says that "preference shall be given to residents of the Commonwealth." If we are satisfied that it is for the best interests of the Commonwealth to advise applicants for employment to come here, we treat such cases according to our best judgment.

During the year there were 493 persons (419 male and 74 female) who were sent to this office by public benefactors, including the Charities,—454 of whom were offered employment and 213 (175 male and 38 female) secured employment. Of the 127 sent by the Charities, 64 were given employment.

Our records show a total of 26,512 employers who have patronized the office since its institution on December 3, 1906, of whom 7,060 have applied for help this year. Employers outside of Massachusetts to the number of 665 have applied since the opening day, 128 of whom have applied this year. We have had calls from 2,784 employers during the past year who have never applied before, and 4,276 of our former patrons have renewed their patronage, a fact indicating to a gratifying degree the confidence given the office by employers and their satisfaction with its service.

I submit the following to show the scope or field which this office is serving:— Of the demand (persons called for), 75 per cent were from Boston concerns and 25 per cent outside. We now have employers as patrons from twenty-two states outside of Massachusetts and Washington, D. C.; also from the British Provinces and Bermuda.

The demand in the Skilled Departments (male and female) shows a decrease of 1 per cent and the positions reported filled, an increase of 8 per cent as compared with the preceding year. In the Boys' or Minors' Department, the demand increased 36 per cent and the positions reported filled, 40 per cent over the preceding year. The demand in the Unskilled Departments (male and female) shows a decrease of 4 per cent and the positions filled, an increase of 2 per cent as compared with the preceding year.

Of the total number of male individuals who were offered positions (21,141), 64 per cent, or 13,531, were native born, and 36 per cent, or 7,610, were foreign born. Of the total number of female individuals who were offered positions (6,494), 55 per cent, or 3,571, were native born and 45 per cent, or 2,923, were foreign born.

Of the total number of male individuals who secured employment (9,190), 64 per cent, or 5,882, were native born and 36 per cent, or 3,308, were foreign born. Of the total number of female individuals who secured employment (3,791), 53 per cent, or 2,009, were native born and 47 per cent, or 1,782, were foreign born.

Of the total number of individuals (male and female) who secured positions (12,981), 34 per cent, or 4,413, were married and 66 per cent, or 8,568, were single. Of the total number of males who secured positions (9,190), 22 per cent, or 2,022, were married and 78 per cent, or 7,168, were single. Of the total number of females who secured positions (3,791), 37 per cent, or 1,389, were married and 63 per cent, or 2,402, were single.

Of the total number of individuals (male and female) who secured positions (12,981), 32 per cent were under 21 years of age; 37 per cent, age 21 to 30 years; 19 per cent, 31 to 40 years; 10 per cent, 41 to 50 years; and 2 per cent, 51 years and over.

Of the total number of male individuals who secured positions (9,190), 29 per cent were under 21 years of age; 40 per cent, 21 to

30 years; 19 per cent, 31 to 40 years; 9 per cent, 41 to 50 years; and 3 per cent, 51 years and over.

Of the total number of female individuals who secured positions (3,791), 43 per cent were under 21 years of age; 26 per cent, 21 to 30 years; 19 per cent, 31 to 40 years; 10 per cent, 41 to 50 years; and 2 per cent, 51 years and over.

The Massachusetts offices are doing more of those things which properly belong to a public employment office than any other office that I know of. For example, in the Boston office we have a vocational counsellor to advise juveniles with regard to opportunities for which they are best adapted; a clerk who has charge of all handicapped cases, so-called; a system of employees' special applications by which to handle high grade help and applicants residing at a distance from the office; a system of record keeping by which those who wish the information may learn what the office is accomplishing.

Mr. Francis E. Deady, in charge of the Boys' Department, reports as follows as the result of his observations during the year: —

At the outset, we have to contend with the problem in Boston, as in the other large industrial centers, that the supply of boy labor far exceeds the demand, and no matter how efficient this supply may be, a surplus remains after all demands have been met, while even those lads who find work immediately on leaving school, may from one cause or another, have to pass through periods of unemployment during the next few years. Our work does not necessarily lie in the direction of increasing the demand for boy labor, but rather in that of decreasing the available supply, and raising the standard of efficiency of the youthful workers in question by extending the period of compulsory education.

While it is a pleasing statement to say that the demands for these youthful applicants which have been made on our office during the past year were 3,333 as contrasted with 2,455 during the year previous, it is doubly gratifying to learn that the number of minors who secured positions through our efforts in this same period totaled 2,509 as against 1,789 in 1911-1912, an increase of 40 per cent. Not only has the list of opportunities been more varied, but the noticeable change lies in the fact that the average lad whom we are endeavoring to direct is more serious, morally and mentally, and is steadily becoming more so. This development, to our thinking, may be attributed to two causes,—the increased age and the increased wage of the applicants with whom we are dealing.

The Child Labor Law, in my judgment, was a careful step in the right direction. It virtually extended the age of compulsory education

from fourteen to sixteen years, and to an extent, curtailed the supply of juvenile labor. It is our opinion that this law will offer a lad one or two additional years of instruction at a time when he is most apt to learn, and he will be kept for another year or two under discipline, just at the period when it is easy to influence and permanently develop character.

And if, as we say, we find the average lad on leaving school and entering the industrial ranks older by one or two years than formerly, we also find him earning a higher return. As recent as two years ago, it was customary to obtain the services of a boy for three dollars weekly. Since that time, however, the scale of compensation has risen consistently, and especially so within the past two months,—and better still, the lad's earnings are steadily rising and it is a safe prediction to offer that it will be impossible to obtain the services of a lad in the near future for less than six or seven dollars per week.

Many of these boys who apply to us, brilliant and animated as they are, lack real character and at this formative period of their lives need that true moral support which is not always forthcoming in their homes. In making application for work, with characteristic thoughtlessness and inexperience, they prefer to bring home comparatively high wages in blind alley occupations to entering trades with a reasonable certainty of remunerative employment in the future, but smaller present earnings. Consequently, a serious word of advice accompanied by personal help and guidance would not only increase their general intelligence, physical powers, and industrial efficiency, but strengthen their whole moral fibre. This work, however, can be performed only by a vocational counsellor. The task of such a counsellor is to keep informed as to the relative demand and prospects for young workers in the various industries, so that the advice which he offers these youthful applicants may be based on the best available knowledge. These boys, thrown upon the labor market, as they are at an early age, with neither the knowledge of a skilled trade nor adaptable hands and minds and untrained in methodical habits, must be safely guided out of the numerous unskilled paths, which offer them no real training and from which they are displaced as soon as they approach manhood to make room for other and younger boys.

THE SPRINGFIELD OFFICE: 47-49 Water Street.

CHESTER W. ALLEN, *Superintendent.*

Summary of Business from September 4, 1907, to November 30, 1913.

CLASSIFICATION.	YEAR ENDING NOVEMBER 30,							Total
	1907	1908	1909	1910	1911	1912	1913	
Offers of Positions, . . .	1,464	3,940	5,753	6,626	8,559	11,077	12,372	49,791
Positions Reported Filled, . . .	796	2,431	3,166	3,675	4,310	5,392	6,325	26,095
Persons Furnished Employment, . . .	-1	1,538	1,929	2,085	2,300	2,819	2,965	13,636
Persons Applied for by Employers, . . .	1,488	3,204	4,283	5,007	6,176	7,845	9,229	37,232

¹ No record of detail kept. Office open three months only in 1907.

The Superintendent writes in further detail as follows:—

The business transacted at this office during the fiscal year 1913 shows an increase as compared with 1912, not only in the number of individual employers who applied for help and the number called for by employers, but also in the number of individuals who secured positions and the number of positions reported filled.

This office has shown a steady increase in business year after year since it was first opened, due, to a large extent, to the careful selection of help sent to employers. A large number of old employers appreciate this fact as their continued patronage of the office shows.

Since the office first opened, 6,356 individual employers have applied for help, 357 of whom reside outside the state. Of these employers 2,376 who applied for help this year, 1,300 of whom applied in former years, 79 being non-residents of this state; and 1,076 represent the number of employers who used the office for the first time, 82 of whom do not live in Massachusetts.

Of the total number of male individuals who were offered positions (4,105) 63 per cent, or 2,579, were native born and 37 per cent, or 1,526, were foreign born. Of the total number of female individuals who were offered positions (1,507) 58 per cent, or 871, were native born and 42 per cent, or 636, were foreign born.

Of the total number of male individuals who secured employment (2,191) 64 per cent, or 1,395, were native born and 36 per cent, or 796, were foreign born. Of the total number of female individuals who secured employment (774) 56 per cent, or 434, were native born and 44 per cent, or 340, were foreign born.

I have tried during the past year to give this office as much publicity as possible and want to mention the kindness of the Springfield papers

in not only printing our monthly reports and the statement which I have prepared for them each month showing the condition of the labor market as viewed from this office, but also the "write-ups" which have appeared from time to time which help to keep the work of this office before the people.

In trying to get this office in closer touch with the larger employers of help in Western Massachusetts, I sent out, on October 1, five hundred circular letters, and, while the result in regard to new orders was not as large as I expected, this being due to a large extent to the condition of the labor market which at that time was very quiet with practically no demand for help in the mercantile and manufacturing lines, yet I was gratified to receive letters from several employers stating that they would be pleased to apply to this office when in need of help.

When the office was moved a little over a year ago to its present location at the corner of Worthington and Water streets, I thought with the enlarged office there would be room enough to take care of the business for some time to come, but the large increase during the past year has made it necessary, in order to properly transact the business, to take the adjoining store at 16 Worthington street, where, after the alterations are completed, the women's department will be located. This will enable the women's department to be divided into skilled and unskilled divisions and thus give better service to the employers. The space in the old office used for the women's department will be changed over and made into a division for skilled male help, thus separating the male department into skilled and unskilled divisions. When these changes are completed, we shall be able to give employers the same quick and efficient service which they have had in the past.

The women's department shows a gain this year in the number of positions reported filled of over 30 per cent, this being the largest gain in any year since the office was opened.

The business transacted at this office during the winter, spring and summer months was considerably greater than that of the corresponding months last year, but since the first of September there has been a considerable falling off in the demand for help, especially for skilled workmen in the manufacturing and building trades.

During the spring and summer months, especially in April and May, the number of farm hands called for was the largest in the history of the office and we were able to furnish a large percentage of the number called for.

There has been a large increase this year in the orders for married farm hands, places where the farmer furnished a tenement, also milk, vegetables, etc. Many farmers prefer married men, as they are more steady and generally take more interest in the work than the single men do. The office is also of great assistance to the farmers in supplying day help, being able to furnish any number of men at short notice,

especially during the harvest of tobacco and subsequently in taking down and stripping it.

I hope that during the coming year the work of this office will continue to increase so that its usefulness may be extended and we may be of greater service to both the employer and those seeking work.

THE FALL RIVER OFFICE: 41 North Main Street.

HARRY F. DOWNS, *Superintendent.*

Summary of Business from October 1, 1907, to November 30, 1913.

CLASSIFICATION.	YEAR ENDING NOVEMBER 30,							Total
	1907	1908	1909	1910	1911	1912	1913 ¹	
Offers of Positions, . . .	513	4,269	3,355	2,826	1,925	1,961	1,595	16,444
Positions Reported Filled, . .	234	2,583	1,541	1,421	1,042	1,641	1,269	9,731
Persons Furnished Employment,	— ²	1,020	910	945	793	676	410	4,754
Persons Applied for by Employers,	379	2,951	2,130	1,922	1,640	2,240	1,956	13,218

¹ Office closed during August.

² No record of detail kept. Office open two months only in 1907.

The Fall River office, like that at Springfield, has now been in operation for six full years. According to the records of this office, it appears that in 1908 the number of positions reported filled by it was 2,583; in 1909 the number was 1,541; in 1910 it was 1,421; in 1911 it dropped to 1,042; in 1912 it rose to 1,641, an increase of 599 over the preceding year, and in 1913 it dropped to 1,269. The number of persons applied for by employers, which showed a steady decline from 1908 to 1911, increased from 1,640 in that year to 2,240 in 1912, but in 1913 it fell off to 1,956. It should be explained, however, as undoubtedly partially accounting for the falling off in the past year of the positions reported filled and the number of persons applied for, that it was decided to close the office during the vacation month of August, 1913. The observations made in former reports regarding this office seem still to be applicable to it.

THE WORCESTER OFFICE: 48-52 Green Street.

WILLIAM A. McCARTHY, *Superintendent.**Summary of Business from September 15, 1913, to November 30, 1913.*

CLASSIFICATION.	Year Ending November 30, ¹ 1913
Offers of Positions,	1,822
Positions Reported Filled,	552
Persons Furnished Employment,	479
Persons Applied for by Employers,	1,089

¹ Two and one-half months from date of opening, September 15.

An office in Worcester was opened on September 15 at 48-52 Green Street, following a recommendation of the Director, approved by the Governor and Council, and William A. McCarthy, a clerk in the Boston Office, was promoted and transferred to be superintendent of the new office. At the close of the fiscal year, therefore, the Worcester office had been in operation for two months and a half and had had a sufficient amount of business to handle to apparently justify the belief that it will prove in course of time a helpful agency to employers of labor and those seeking employment in this, the second city of the Commonwealth.

The Superintendent makes the following statement regarding general conditions since the opening of the office: —

About the time the office was opened business was very dull and the figures of demand for help, 1,089 persons, during the eleven weeks indicate that the office will be called upon to furnish a great deal of help when business is good. The registration of applicants for employment, 2,138 persons, includes all occupations from the day worker at 15 cents an hour to the skilled mechanic at \$1,500 a year.

The demand for female factory help during the first month was heavy and we filled a large number of positions in the various factories. The past month the demand has not been so heavy. The call for experienced housemaids exceeds the supply, while we have no trouble in filling applications for green and inexperienced girls.

The demand for male help, while not as great as that for female, has been good and we filled a large percentage of the orders. We have not

found any difficulty in supplying farmers with help at this season of the year.

I have interviewed superintendents of different manufacturing concerns and have been informed that they have had considerable difficulty in securing help in the past and they think that through the Free Employment Office they will be enabled to obtain help much more readily.

EXPENDITURES ON ACCOUNT OF FREE EMPLOYMENT OFFICES, 1913.

The classified expenditures for the maintenance of the four offices during the year ending November 30, 1913, were as follows:—

	Boston	Spring-field	Fall River	Worcester	Total
Maintenance of Offices:					
Printing Annual Report,	\$52.52	\$26.26	\$26.26	-	\$105.04
Job printing,	460.33	172.46	50.88	\$129.77	813.44
Postage (inc. stamped envelopes),	80.00	57.90	14.65	36.00	188.55
Stationery and supplies,	91.85	26.83	3.95	45.92	168.55
Machine supplies and repairs,	58.75	5.70	-	99.75	164.20
Rent,	2,499.96	670.00	650.00	350.00	4,169.96
Lighting,	177.00	18.39	7.10	5.00	207.49
Telephone and telegraph,	655.07	127.68	86.94	29.36	899.05
Advertising,	484.35	114.21	48.21	40.45	687.22
Cleaning materials,	80.09	24.07	9.30	28.41	142.37
Expressage and teaming,	9.65	12.64	4.10	3.56	29.95
Travel,	1.30	15.10	13.85	48.14	78.39
All other,	79.81	87.61	10.77	57.83	236.02
Salaries (inc. janitor service),	14,111.46	3,704.18	1,372.87	878.05	20,066.56
Total,	\$18,842.14	\$5,063.03	\$2,299.88	\$1,752.24	\$27,956.79
Balance unexpended,	• • •	• • •	• • •	• • •	1,843.21
Appropriation,	• • •	• • •	• • •	• • •	\$29,800.00

CONCLUSION.

It will be noted from the above financial statement that of the appropriation of \$29,800 made for the maintenance of the State Free Employment Offices for the year ending November 30, 1913, there remained an unexpended balance of \$1,843.21. This was due principally to the fact that a sum included in the estimates for the year in anticipation of a much needed enlarge-

ment of the quarters for the Boston office was not used, inasmuch as satisfactory arrangements therefor could not be made before the close of the year. Plans for putting these into effect during the coming year have, however, now been concluded, in accordance with which additional floor space is to be secured, thus making possible a readjustment of departments and greatly improved facilities for handling the business of the office in the interest of its patrons.

The functions of these offices are undoubtedly susceptible of legitimate expansion in numerous fields of social welfare, such as the organization of special bureaus or departments for assisting persons handicapped in the struggle for a livelihood either through infirmities or old age, for affording youth of both sexes special knowledge concerning suitable fields of employment, for the distributing of newly arrived immigrants, and for securing more comprehensive data than is at present feasible as a basis for suggestive studies of the great problems of unemployment. But if it be desired to extend in this manner the field of usefulness of the Free Employment Offices, and to add to their number so that in time they shall be generally established throughout the Commonwealth, more adequate provision should be made for properly correlating their several activities and they should have the benefit of supervision by a competent person giving his entire time to the numerous problems which their maintenance and administration may suggest.

I respectfully submit, therefore, that careful consideration be given by the Legislature to the question as to whether the present form of administration should be continued, and the Director of the Bureau of Statistics, in addition to his increasing statutory duties in other directions, be required to further develop the free employment office system; or whether this jurisdiction may not be transferred, to the advantage of the service under the circumstances, and as has been suggested in recent proposed legislation, to an administrative board whose field of operation seems more closely and logically allied to the problems involved than is a department whose functions are primarily statistical.

CHARLES F. GETTEMY,
Director, Bureau of Statistics.

STATE HOUSE, BOSTON, January 7, 1914.

STATISTICAL TABLES.

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STATISTICAL TABLES.

TABLE I.—*Consolidated Summary of Business of the Four State Offices for the Year ending November 30, 1913, compared with 1912.*

CLASSIFICATION.	1913			1912	Per Cent of Increase (+) or Decrease (-)
	Males	Females	Totals	Totals (For Di- vision by Sex, see Report for 1912)	
Applications from Employers, . . .	-	-	32,437	29,686	+9.27
Individual Employers who Applied for Help, Persons Applied for by Employers, . . .	24,634	14,596	39,230	36,834	+11.20 +6.50
Offers of Positions,	52,107	22,006	74,113	74,089	+0.03
Individuals to whom one Position only was offered, Individuals to whom more than one Position was offered,	17,405	5,163	22,568	21,580	+4.58
Total to whom Positions were offered,	26,473	8,784	35,257	34,462	+2.31
Positions Reported Filled,	18,209	10,908	29,117	26,587	+9.52
Individuals for whom one Position only was secured, Individuals for whom more than one Position was secured,	9,060	3,358	12,418	11,589	+7.15
Total for whom Positions were secured,	11,865	4,970	16,835	15,711	+7.15

TABLE II.—*Summary of Business of the Boston Office for the Year ending November 30, 1913, compared with 1912.*

CLASSIFICATION.	1913			1912	Per Cent of Increase (+) or Decrease (-)
	Males	Females	Totals	Totals (For Di- vision by Sex, see Report for 1912)	
Applications from Employers, . . .	-	-	23,001	21,995	+4.57
Individual Employers who Applied for Help, Persons Applied for by Employers, . . .	16,889	10,067	7,060 26,956	6,820 26,749	+3.52 +0.77
Offers of Positions,	41,315	17,009	58,324	61,051	-4.47
Individuals to whom one Position only was offered,	13,598	3,765	17,363	17,709	-1.95
Individuals to whom more than one Position was offered,	7,543	2,729	10,272	10,857	-5.39
Total to whom Positions were offered, . . .	21,141	6,494	27,635	28,566	-3.26
Positions Reported filled,	12,821	8,150	20,971	19,554	+7.25
Individuals for whom one Position only was secured, . . .	7,032	2,492	9,524	8,979	+6.07
Individuals for whom more than one Position was secured,	2,158	1,299	3,457	3,237	+6.80
Total for whom Positions were secured, . . .	9,190	3,791	12,981	12,216	+6.26

TABLE III. — *Summary of Business of the Springfield Office for the Year ending November 30, 1913, compared with 1912.*

CLASSIFICATION.	1913			1912	Per Cent of Increase (+) or Decrease (-)
	Males	Females	Totals	Totals (For Di- vision by Sex, see Report for 1912)	
<i>Applications from Employers,</i>	-	-	7,127	5,910	+20.59
<i>Individual Employers who Applied for Help, Persons Applied for by Employers,</i>	6,221	3,008	9,229	7,845	+13.96 +17.64
<i>Offers of Positions,</i>	8,867	3,505	12,372	11,077	+11.69
<i>Individuals to whom one Position only was offered,</i>	2,759	845	3,604	3,268	+10.28
<i>Individuals to whom more than one Position was offered,</i>	1,346	662	2,008	1,843	+8.95
<i>Total to whom Positions were offered,</i>	4,105	1,507	5,612	5,111	+9.80
<i>Positions Reported filled,</i>	4,396	1,929	6,325	5,392	+17.30
<i>Individuals for whom one Position only was secured,</i>	1,598	546	2,144	2,040	+5.10
<i>Individuals for whom more than one Position was secured,</i>	593	228	821	779	+5.39
<i>Total for whom Positions were secured,</i>	2,191	774	2,965	2,819	+5.18

TABLE IV.—*Summary of Business of the Fall River Office for the Year ending November 30, 1913, compared with 1912.*

CLASSIFICATION.	1913 ¹			1912 Totals (For Di- vision by Sex, see Report for 1912)	Per Cent of Increase (+) or Decrease (-)
	Males	Females	Totals		
Applications from Employers, . . .	-	-	1,460	1,781	-18.02
Individual Employers who Applied for Help, Persons Applied for by Employers, . . .	1,063	893	1,956	552 2,240	+1.27 -12.68
Offers of Positions,	923	672	1,595	1,961	-18.66
Individuals to whom one Position only was offered, Individuals to whom more than one Position was offered,	310 68	174 72	484 140	603 182	-19.73 -23.08
Total to whom Positions were offered, . . .	378	246	624	785	-20.51
Positions Reported filled,	733	536	1,269	1,641	-22.67
Individuals for whom one Position only was secured, Individuals for whom more than one Position was secured,	196 41	118 55	314 96	570 106	-44.91 -9.43
Total for whom Positions were secured, . . .	237	173	410	676	-39.35

¹ Office closed during August.

TABLE V.—*Summary of Business of the Worcester Office from September 15 to November 30, 1913.*

CLASSIFICATION.	1913		
	Males	Females	Totals
Applications from Employers,	-	-	849
Individual Employers who Applied for Help,	-	-	521
Persons Applied for by Employers,	461	628	1,089
Offers of Positions,	1,002	820	1,822
Individuals to whom <i>one Position only</i> was offered,	738	379	1,117
Individuals to whom <i>more than one Position</i> was offered,	111	158	269
Total to whom Positions were offered,	849	537	1,386
Positions Reported filled,	259	293	552
Individuals for whom <i>one Position only</i> was secured,	234	202	436
Individuals for whom <i>more than one Position</i> was secured,	13	30	43
Total for whom Positions were secured,	247	232	479

TABLE VI.—*Summary of Each Office, Showing Volume*

	CLASSIFICATION.	Working Days.	Number of Applications from Employers
	Boston:		
1	Males,	303	-
2	Females,	303	-
3	Total,	303	23,001
	Springfield:		
4	Males,	304	-
5	Females,	304	-
6	Total,	304 ¹	7,127
	Fall River:		
7	Males,	278	-
8	Females,	278	-
9	Total,	278 ²	1,460
	Worcester:		
10	Males,	64	-
11	Females,	64	-
12	Total,	64 ³	849
	Consolidated Totals for Four Offices:		
13	Males,	-	-
14	Females,	-	-
15	Total,	-	32,437

TABLE VII.—*Consolidated Summary by Months at All of the Offices, Showing*

	MONTHS.	Working Days	Number of Applications from Employers
	1912.		
1	December,	25	2,097
	1913.		
2	January,	27	2,072
3	February,	23	1,893
4	March,	26	2,883
5	April,	25	3,391
6	May,	26	3,320
7	June,	24 ¹	3,120
8	July,	26	2,510
9	August,	26 ²	2,284
10	September,	25 ³	3,551
11	October,	26	3,101
12	November,	24	2,210
13	Totals,	303	32,437

¹ Springfield and Fall River offices had 25 working days in June.

of Business for the Year ending November 30, 1913.

Aggregate Number of Persons Called for	Daily Average	POSITIONS OFFERED		POSITIONS FILLED		Percentages of Positions Filled of Persons Called for	
		Number	Daily Average	Number	Daily Average		
16,889 10,067	55.74 33.22	41,315 17,009	136.35 56.14	12,821 8,150	42.31 26.90	75.91 80.96	1 2
26,956	88.96	58,324	192.49	20,971	69.21	77.80	3
6,221 3,008	20.46 9.80	8,867 3,505	29.17 11.53	4,396 1,929	14.46 6.35	70.66 64.13	4 5
9,229	30.35	12,372	40.70	6,325	20.81	68.53	6
1,063 893	3.82 3.21	923 672	3.32 2.42	733 536	2.64 1.93	68.96 60.02	7 8
1,956	7.03	1,595	5.74	1,269	4.57	64.88	9
461 628	7.20 9.81	1,002 820	15.66 12.81	259 293	4.05 4.58	56.18 46.66	10 11
1,089	17.01	1,822	28.47	552	8.63	50.69	12
24,634 14,596	87.22 56.13	52,107 22,006	184.50 82.90	18,209 10,908	63.46 39.76	73.92 74.73	13 14
39,230	143.35	74,113	267.40	29,117	103.22	74.22	15

Volume of Business for the Year ending November 30, 1913 — Both Sexes.

Aggregate Number of Persons Called for	Daily Average	POSITIONS OFFERED		POSITIONS FILLED		Percentages of Positions Filled of Persons Called for	
		Number	Daily Average	Number	Daily Average		
2,468	98.72	5,041	201.64	1,829	73.16	74.11	1
2,329	86.26	5,208	192.89	1,891	70.04	81.19	2
2,374	103.22	4,873	211.87	1,845	80.22	77.72	3
3,428	131.85	6,781	260.81	2,495	95.96	72.78	4
4,126	165.04	7,601	304.04	3,080	123.20	74.65	5
4,153	159.92	7,312	281.23	2,989	114.96	71.89	6
3,794	156.17	6,806	280.99	2,878	118.54	75.86	7
3,008	115.69	5,561	213.88	2,269	87.27	75.43	8
2,817	108.35	5,247	201.81	2,172	83.54	77.10	9
4,305	184.36	7,582	316.67	2,891	119.10	67.15	10
3,777	145.27	7,014	269.77	2,769	106.50	73.31	11
2,646	110.25	5,087	211.96	2,009	83.71	75.93	12
39,230	143.35	74,113	267.40	29,117	103.22	74.22	13

² Fall River office closed during August.

³ Worcester office opened September 15, 1913.

TABLE VIII.—*Positions Secured at the Four Offices, Classified*

	CLASSIFICATION.	BOSTON			SPRINGFIELD		
		Males	Fe-males	Total	Males	Fe-males	Total
1	Agricultural pursuits,	761	1	762	937	7	944
2	Professional service,	43	4	47	9	—	9
3	Domestic and personal service, . . .	4,709	6,323	11,032	1,951	1,715	3,666
4	Trade and transportation,	2,866	659	3,525	489	27	516
5	Manufacturing and mechanical pur-suits.	4,255	1,156	5,411	995	180	1,175
6	Apprentices,	187	7	194	15	—	15
7	Totals,	12,821	8,150	20,971	4,396	1,929	6,325

by Sex and Occupation, for the Year ending November 30, 1913.

FALL RIVER			WORCESTER			FOUR OFFICES		
Males	Fe-males	Total	Males	Fe-males	Total	Males	Fe-males	Total
11	-	11	54	-	54	1,763	8	1,771
-	-	-	1	-	1	53	4	57
585	527	1,112	72	197	269	7,317	8,762	16,079
11	2	13	42	7	49	3,408	695	4,103
126	7	133	85	81	166	5,461	1,424	6,885
-	-	-	5	8	13	207	15	222
733	536	1,269	259	293	552	18,209	10,908	29,117

The Commonwealth of Massachusetts

EIGHTH ANNUAL REPORT

ON THE

STATE FREE EMPLOYMENT OFFICES

FOR THE YEAR

1914

BY

THE DIRECTOR OF THE BUREAU OF STATISTICS



BOSTON

WRIGHT & POTTER PRINTING CO., STATE PRINTERS

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EIGHTH ANNUAL REPORT ON THE STATE FREE EMPLOYMENT OFFICES.

INTRODUCTION.

The Eighth Annual Report on the State Free Employment Offices covering the year ending November 30, 1914, is submitted herewith. These offices are located, respectively, at Boston, Springfield, Fall River, and Worcester. During the eight years since the Boston office was established, the aggregate number of positions reported to the several offices as having been filled through them is 170,352, the net increase for the period being from 15,510 to 24,710, or 9,200, 59.31 per cent. The figures by years are as follows:—

The positions reported filled by all the offices during the year have been broadly classified as follows:—

OCCUPATIONS.	Males	Females	Totals
Agricultural pursuits,	1,637	-	1,637
Apprentices,	197	24	221
Domestic and personal service,	5,408	9,199	14,607
Manufacturing and mechanical pursuits,	4,096	1,585	5,681
Professional service,	14	1	15
Trade and transportation,	2,018	459	2,477
Other trades,	53	19	72
Totals,	13,423	11,287	24,710

The consolidated summary of the business of the four offices since the establishment of the Boston office, December 3, 1906, is given below:—

CLASSIFICATION.	YEAR ENDING NOVEMBER 30,								Total
	1907 ¹	1908	1909	1910	1911	1912	1913 ²	1914 ³	
Offers of Positions, . . .	46,853	32,654	41,540	51,082	58,172	74,089	74,113	53,858	432,361
Positions Reported Filled,	15,510	14,955	17,741	20,574	21,158	26,587	29,117	24,710	170,352
Persons Furnished Employment.	10,707 ⁴	9,093	11,166	12,292	13,205	15,711	16,835	13,644	102,653
Persons Applied for by Employers.	35,563	18,980	23,817	28,354	30,632	36,834	39,230	31,565	244,975

¹ The figures for 1907 are for a full 12 months for the Boston office, three months only for the Springfield office and two months only for the Fall River office.

² The figures for 1913 are for a full 12 months for the Boston and Springfield offices, 11 months for the Fall River office (this office having been closed during August) and two and one half months for the Worcester office.

³ The figures for 1914 are for a full 12 months for the Boston, Springfield and Worcester offices, and 11 months for the Fall River office (this office having been closed during August).

⁴ This figure is for the Boston office only.

The condition of employment for the year ending November 30, 1914, is clearly reflected in the above table, from which it appears that for the first time since 1908 the number of offers of positions, the number of positions reported filled, the number of persons furnished employment, and the number of persons applied for by employers is less for the four offices in the aggregate than in the preceding year; and substantially the same conditions are reflected in the tables for each of the four offices separately where the figures are comparable. The total number of offers of positions in the four offices fell off 27.32 per cent in 1914 from the preceding year; the number of positions reported filled fell off 15.13 per cent; the number of persons furnished employment fell off 18.95 per cent; and the number of persons applied for by employers fell off 19.53 per cent,—it being borne in mind that the figures for 1913, while they are for a full 12-month period for the Boston and Springfield offices, represent 11 months only for the Fall River office, which was closed during August, and 2½ months for the Worcester office, which was not opened until September 15, 1913.

The offers of positions in the Boston office fell off 36.36 per

cent in 1914 from 1913; the number of positions reported filled, 25.02 per cent; the number of persons furnished employment, 29.53 per cent; and the number of persons applied for by employers, 27.83 per cent. For the Springfield office the decrease in the number of offers of positions was 36.04 per cent; in the number of positions reported filled, 25.93 per cent; in the number of persons furnished employment, 31.47 per cent; and in the number of persons applied for by employers, 32.14 per cent. For the Fall River office, the decrease in the number of offers of positions was 20.56 per cent; in the number of positions reported filled, 11.35 per cent; in the number of persons furnished employment, 23.90 per cent; and in the number of persons applied for by employers, 25.26 per cent.

THE BOSTON OFFICE: 8 Kneeland Street.

WALTER L. SEARS, *Superintendent.*

Summary of Business from December 3, 1906, to November 30, 1914.

CLASSIFICATION.	YEAR ENDING NOVEMBER 30,								Total
	1907	1908	1909	1910	1911	1912	1913	1914	
Offers of Positions, . .	44,876	24,445	32,432	41,630	47,688	61,051	58,324	37,117	347,563
Positions Reported Filled,	14,480	9,941	13,034	15,478	15,806	19,554	20,971	15,724	124,988
Persons Furnished Employment.	10,707	6,535	8,327	9,262	10,112	12,216	12,981	9,148	79,288
Persons Applied for by Employers.	33,696	12,825	17,404	21,425	22,816	26,749	26,956	19,453	181,324

Since October 15 the superintendent of the Boston office, Mr. Walter L. Sears, has been under a temporary leave of absence without pay, which the slackening of business made it possible to grant, and which was given in order to enable him to accept an offer from the mayor of New York to assist the municipality in establishing and organizing a free employment bureau in that city, a service which he appears to have performed to the satisfaction of those responsible for the departure. Mr. Sears was selected for this purpose only after careful inquiry which embraced an examination of the methods in use in the numerous public employment offices of the several states of the country, and that he was chosen under the cir-

cumstances is a gratifying tribute to the manner in which his eight years' administration of the Boston office had impressed itself upon those outside our own state who have come in contact with it; and should the present situation result in his permanent engagement to remain in New York, his leaving would be a distinct loss to the Massachusetts service. In Mr. Sears' absence, the Assistant Superintendent, Mr. G. Harry Dunderdale, has been serving as Acting Superintendent. He makes report as follows on the work of the office during the past year:—

The year 1914 will go down in the history of the business world as a year of considerable business depression. Beginning with December, 1913 (which is the commencement of our fiscal year), our records show a decrease of 22 per cent in the demand on the office made by employers of labor for help, and also show a decrease of 19 per cent in the number of positions reported filled, as compared with the same month in 1912. This depression continues throughout every month of the year 1914, and varies from 13 to 44 per cent decrease in the demands for help from employers, and from 11 to 41 per cent decrease in the number of positions reported filled. The conflict of arms in Europe augmented the depression considerably, owing to the closing of the stock exchanges and the corresponding reductions in the office force of hundreds of firms who were connected in business with the stock market and financial institutions. This is conclusively shown by our reports, as the decrease of the demands for help from employers from July to November this year varies from 30 to 44 per cent, and the number of positions reported filled during the same period varies from 25 to 41 per cent, while the months previous to July show a decrease in the employers' demand from 13 to 28 per cent, and a decrease in the number of positions reported filled from July on varies from 11 to 28 per cent.

According to our records, we have a grand total of 28,542 employers of labor who have patronized the office since its institution on December 3, 1906, which is an increase of 2,030 employers since our last annual report. Outside of Massachusetts, we have 721 employers who have taken advantage of the service of our office since it opened, 105 of whom have applied this year. During the past year we have received orders from 3,782 of our former patrons, together with orders from 2,030 employers who have never applied before. This shows in a marked manner the confidence of the employers in the work we are trying to accomplish. The demand from employers in the state was 98 per cent, and from employers in other states, 2 per cent. Of the latter, the demand has been from Connecticut, Illinois, Maine, New Hampshire, Ohio, New York, Rhode Island, Vermont, Maryland, and Montana.

The total number of applicants for work, male and female, who secured

positions was 9,148, which, compared with the figures of last year, 12,981, shows a decrease of 30 per cent this year. Of the total number of male applicants for work, 5,888 secured positions as against 9,190, which is a decrease of 36 per cent. The total number of female applicants for work who secured positions was 3,260 against 3,791 last year, showing a decrease of 14 per cent.

In the male departments, of the total number of applicants who secured employment (5,888), 67 per cent, or 3,945, were native born, and 33 per cent, or 1,943, were foreign born; in the female departments, of the number of applicants who secured employment (3,260), 54 per cent, or 1,760, were native born and 46 per cent, or 1,500, were foreign born.

The total number of applicants (male and female) who secured positions was 9,148; of these 23 per cent, or 2,077, were married and 77 per cent, or 7,071 were single. The total number of males who secured positions was 5,888; 22 per cent, or 1,295 were married, and 78 per cent, or 4,593, were single. The total number of females who secured positions was 3,260; 24 per cent, or 782, were married, and 76 per cent, or 2,478, were single.

Of the total number of individuals (male and female) who secured positions (9,148), 31 per cent, or 2,836, were under 21 years of age; 37 per cent, or 3,385, 21 to 30 years; 21 per cent, or 1,921, 31 to 40 years; 9 per cent, or 823, 41 to 50 years; 2 per cent, or 183, were 51 years and over. In the male departments, 5,888 persons secured positions. Of these, 28 per cent, or 1,649, were under 21 years of age; 40 per cent, or 2,355, were 21 to 30 years of age; 21 per cent, or 1,236, 31 to 40 years; 9 per cent, or 530, 41 to 50 years; and 2 per cent, or 118, 51 years and over. In the female departments, 3,260 secured positions. Of these, 36 per cent, or 1,174, were under 21 years of age; 32 per cent, or 1,043, were between 21 and 30 years; 21 per cent, or 685, were between 31 and 40 years; 9 per cent, or 293, were between 41 and 50 years; and 2 per cent, or 65, were 51 years and over.

During the year, 770 persons (645 male and 125 female) were sent to our office by public benefactors and the charities. Of these 345 (283 male and 62 female) secured employment. Of the 288 sent by the charities, 138 (119 male and 19 female) were given employment.

In reviewing the work of the male skilled department for the past twelve months, it is very gratifying to note that although along with the general depression in business throughout the country the demand for help has been far below normal, the quality has maintained its high standard of recent years. Employers have insisted upon securing first class workmen and in almost every instance have been willing to pay the prevailing scale of wages. The building and printing trades have constituted our greatest activity during the past year, the metal trades falling off considerably from other years, and there being practically no demand for mercantile help whatsoever.

We have experienced very little difficulty in filling positions of any

sort, there always being a far greater supply on hand than the demand has called for. From a moderate demand in the beginning of the year, business increased steadily until the high water mark for the year was reached in April, owing to the increased activity in the building lines. The demand then fluctuated throughout the summer months, dropping very low in August, recuperating somewhat through September and October, but finally falling to the low level in the present month of November.

There seems to be at present a feeling that business in the metal trades will soon show a return to normal conditions, and as this line of work may be looked upon as a barometer for activities in other branches, conditions as viewed from the Free Employment Office seem to be on the threshold of a period of industrial activity and prosperity.

It is an economic fact that when business is depressed, the unskilled workers are the first to be affected by it and the last to return to work when business revives. This year's depression is no exception, and the unskilled men's department has an unusually large quota of applicants for work,—strong, able-bodied men who are anxious and willing to work, but who, through circumstances entirely beyond their control, have been thrown into the great army of the unemployed. There are several elements which enter into the unskilled men's department which tend to make it a serious problem to secure employment for many who make application. Fully 25 per cent of these are foreigners or men of foreign extraction. Many cannot speak a word of English, while others have such a slight smattering of the language as to make it practically impossible to secure a position for them except when one of their own nationality is in need of men, or when one of their own nationality is already employed by the employer. There has also been a large influx into this department of skilled mechanics who cannot obtain work at their trades, but who are only too anxious and willing to turn their hands to any kind of work that will enable them to provide enough to sustain themselves and their dependents. In addition to these, we have a number of men who claim they can do anything, but when put to the test are found to be incompetent, though they will never admit it. One of the most serious problems to be dealt with is the handicapped cases,—men who are perfectly willing to work but are not physically able to perform an ordinary day's labor.

The boys' department, in charge of a skilled vocational counsellor, shows a decrease of 36 per cent in the number employed this year compared with last year. This is no doubt due partly to the depression of business and partly to the enforcement of the child labor law of 1913, which requires boys between the ages of 14 and 16, who have not passed the required standard at school to be equipped with a signed school certificate, and also attendance at a continuation school for a certain number of hours each week until they reach the required standard. This condition is very unsatisfactory to the employer, and as a result he is now

employing boys who have passed the required standard at school and who are over 16 years of age.

Following is the report of Francis E. Deady, the vocational counsellor: —

"In reviewing the work of the juvenile department for the past year, it is interesting to note that the average boy who applies to us is older than in previous years. This is accounted for from the fact that 90 per cent of the employers, when in need of the service of a lad, specify that he must be at least 16 years of age. The boy under 16, finding it an approach to the impossible to find work, is drifting back to school, and better still, we find he remains there until he is 16, for there is no demand in the industrial field for his services. Boys are no longer leaving school at the age of 14.

"During 1914, we found upwards of 1,600 positions for youths under 21 years of age, as compared with 2,509 such positions for the previous year. Although this decrease in places secured spells a decrease of approximately 36 per cent, it is directly attributed to the fact that employers of juvenile labor, as a class, are realizing the obligations which the child labor laws of 1913 entail. They are learning that they cannot afford to hire and discharge a boy promiscuously. Each boy whom they employ must be equipped with a signed school certificate. The securing of such a certificate, if the lad does not live within the city limits, requires time. This delay is annoying to employers; consequently, they do all in their power to retain the services of an office or messenger boy having once hired him. On this account boy labor does not fluctuate as heretofore.

"We have endeavored to interview each boy individually and to guide him as an individual into the path for which he is mentally and physically qualified. It has been our task to lead each boy into a skilled or developing occupation, and to keep him from the many unskilled fields wherein the work is easy and the return fairly high. However, should a boy undertake such unskilled work on leaving school, he will be displaced in the industrial ranks when he reaches the state of manhood, to make room for younger workers.

"We realize that the real danger point in the life of a child is reached when he is leaving the elementary school, and it is at just this period of their lives that most of the boys are coming to us. Unacquainted as they are with the demands of the industrial world, they must be led away from fields which promise no outlook, no future, or no skill."

For the past seven and a half years, the offices have been on the ground floor at 8 Kneeland Street, and were divided into two divisions for women, and three divisions for men and boys. This has proved very unsatisfactory, as both sexes were obliged to use the same entrance, and a very large number of women and girls were averse to using the office under these conditions. Circumstances having arisen, the Director secured a

part of the second floor in the same building and established the women's departments there, having a separate entrance and being entirely apart from the men. The new quarters secured embrace 1,900 square feet, which have been divided into four divisions:—The Superintendent's office, general office, department for the unskilled women, and a department for the skilled female help. Owing to the large number of women out of work and the varied character of their work, it has been imperatively necessary to set specified hours for the various workers in the unskilled women's department, which have been made as follows:—

9 to 10 A.M., washing, cleaning, and scrub women.

10 to 11 A.M., kitchen and restaurant workers.

10.30 to 12 M., cooks.

11 A.M. to 12 M., hotel workers.

1 to 2.15 P.M., elderly housemaids, housekeepers, and matrons.

2.15 P.M. to close of business, housework girls from 18 to 30 years of age.

The division of the housework help into two classes has increased the use of the office by having a large number of young applicants for positions who previously did not use the office, and has brought corresponding delight to the employers who complained of the dearth of suitable girls for this work, and when business becomes normal, it will no doubt prove itself to be of great benefit to the office and its patrons. In this department we have a seating capacity for 35 or 40 applicants. One of the most difficult problems in employment office work is that of securing work for the unskilled woman over 35 years of age. Some of these women are widows left with families of four or five, and upon them depends the duty of bringing up their little ones through their individual efforts. These women can do only certain work which will allow them to get their children ready for school and to be home again at night to see that they are all right. These women deserve, and do receive, the highest credit for their efforts and are given as much work as is possible when business is good.

But there are others. Some of them, while they can and do work, are often addicted to the drink habit and cannot retain a job for a longer period than two weeks, and many, many times only two or three days. Others cannot curb their loquacious tongues and listen to the instructions of how the employer wants the work done, but will do it in their own way and if interfered with, will utter a torrent of abuse at the employer and throw up the job.

In the skilled women's department no hours for specific kinds of work have been established, as the business transacted does not demand the attendance of the employer, as it does in many branches of the unskilled department, and the applicants after interviewing the clerk, generally leave right away. There is, however, a seating capacity in this department for 30 applicants for employment, and half a dozen candidates for the various kinds of work are on hand in case an employer desires their services at once.

The clerks in the Boston office are kind, courteous, and willing to assist any and all who come to them and no favorites are allowed, the motto of the office being, "First come, first served, provided you can do the work." In conclusion, I desire to express my highest appreciation and thanks for the hearty co-operation the clerks have given me and the work of the office. They are highly equipped for the work they perform, are courteous, tactful, and painstaking, ever ready to assist with any means in their power the applicants for work, and to increase the efficiency of the office.

THE SPRINGFIELD OFFICE: 47-49 Water Street.

CHESTER W. ALLEN, *Superintendent.*

Summary of Business from September 4, 1907, to November 30, 1914.

CLASSIFICATION.	YEAR ENDING NOVEMBER 30,							Total
	1907	1908	1909	1910	1911	1912	1913	
Offers of Positions, . . .	1,464	3,940	5,753	6,626	8,559	11,077	12,372	7,913
Positions Reported Filled,	796	2,431	3,166	3,675	4,310	5,392	6,325	4,685
Persons Furnished Employment.	-1	1,538	1,929	2,085	2,300	2,819	2,965	2,032
Persons Applied for by Employers.	1,488	3,204	4,283	5,007	6,176	7,845	9,229	6,263

¹ No record of detail kept. Office open three months only in 1907.

The Superintendent writes concerning the work of the office as follows:—

The business of the Springfield office this year, for the first time since the office was opened, shows a decrease as compared with that of the preceding year. The demand for help shows a falling off each month as compared with the corresponding month of last year with the exception of January, when there was a slight increase. Most of the decrease has been in the men's department, as the women's department shows an increase in the number called for during six months of the year.

As the demand for help has fallen off so has the number of positions reported filled with the exception that in the women's department there was an increase in the number placed during seven months of the year as compared with the corresponding months a year ago. It is interesting to note in this connection that at times when business is slack with many men out of work and few positions coming in, the number of women applying for work increases, this being particularly noticeable in regard to the number applying for day and general housework positions. When there is no work in the shops, the women turn to other lines, the most popular being day work or general housework positions with families who pay about \$3 a week and do not require a particularly competent maid.

Married women whose husbands are out of work and are desirous of helping out the family income, seek day work for three or four days in the week, this kind of work giving them an opportunity to return home nights.

The industrial depression as viewed from the business of this office has been felt not only by the skilled help in manufacturing and mercantile pursuits, but also by those seeking domestic and personal service and work in the trade and transportation lines. The number placed in these positions has fallen off from one-third to one-half this year as compared with 1913. Some of the manufacturing concerns whose orders for help were received frequently last year have not given an order for months.

The farmers in this section have had less difficulty in securing men this year than for many years. The supply of farm help has been above the average, due to the lack of shop work and to the fact that men who were born and brought up on a farm finding no other work available have sought this kind of employment. Farmers have reported that the number of men seeking work at the farms during the summer and fall has been many times the number applying for many years and on that account have not found it necessary to use this office. The number of farm help, placed through this office during the past year has been nearly 200 less than the number given positions during the preceding year.

The policy of giving the office as much publicity as possible has been followed during the past year. The Springfield papers have continued to print each month our monthly reports and statements showing the condition of the labor market as viewed from this office, which with news items given them from time to time have helped to keep the work of the office before the public. Lists of opportunities open have been mailed to the town and city clerks in western Massachusetts from time to time with the request that they be posted in a conspicuous place, in order that people living at a distance may not only know of the existence of the office, but also see what positions are open.

A number of people have been sent to the office by social workers and charity organizations in reply to cards sent to them for this purpose and to these, together with the handicapped cases which come under our observation, we give our best efforts.

Until the middle of June the office was able to assure all charity workers that it could probably place any woman who needed work except non-English speaking persons. At no time during the year has the office been able to give very satisfactory assistance to non-English speaking women. Practically the only ones placed have been Polish women, of whom an unusually large number have applied. These women have been placed in Jewish families where the wages have ranged from \$10 to \$16 a month. Under ordinary circumstances most of these women would have found work in various hotels.

Owing to business conditions a greater number of women than usual have applied for day work and the office has been able to assist many

families in this way. Fortunately there has been a very good demand for day workers throughout the year, the office receiving over 1,200 calls.

As usual during a period of business depression the demand for general housework girls has increased, owing to the fact that many households fancy that at such a time it is comparatively easy to secure a good house-work girl. The office has probably filled more \$3-a-week housework positions than at any time during its history. The supply of competent girls, those receiving from \$5 to \$6, has at no time been more than usual. Throughout the year an unusually large number of women seeking hotel and restaurant work have applied, but there have been few changes, and probably most of these positions have been filled before they were vacant, so that employers have not had occasion to apply for help. The same condition holds in the case of shop girls. Only about a hundred were called for, varying from 26 in April to two in August.

Until November there was less variation than usual in the number of women called for. It varied from 201 in February to 279 in May. In 1913 it varied from 162 in February to 362 in September.

Notwithstanding the fact that a large number of day workers were sent out, 537 women were given but one position, only 9 less than the corresponding record for last year. This would seem to indicate less changing by employees than usual.

Since the office first opened on September 4, 1907, our records show a total of 7,235 individual employers who have applied for help, of whom 2,095 have applied for help this year. Employers residing outside of the state to the number of 414 have applied for help since the office first opened, 131 of whom have applied this year. Of the 2,095 individual employers who applied for help this year, 1,216 have applied in former years, 74 of whom are non-residents of this state, and 879 represent the number of employers who used the office for the first time during the past year, 57 of whom do not live in Massachusetts.

Of the total number of males who secured employment (1,294) 62 per cent, or 804, were native born and 38 per cent, or 490, were foreign born. Of the total number of females who secured employment (738) 54 per cent, or 400, were native born and 46 per cent, or 338, were foreign born; of these, outside of British subjects, Austria furnished the greatest number.

The changing of the women's department the first of this year to the store adjoining our office at 12 Worthington Street gave much needed room not only to this department but also to the men's department to which was added the space formerly used as a room for women applicants. The office now occupies the two stores at the corner of Worthington and Water Streets, the entrance to the women's department being at 12 Worthington Street and the men's department having two entrances at 47 and 49 Water Street. The location as it is at present gives separate entrances to the men's and women's departments each on a different street, an ideal place for an employment office. Since these changes were

completed no difficulty has been experienced in handling the business of the office.

While industrial conditions have lessened the work of this office during the past year, we are in a better position than ever before to handle efficiently and quickly any demand made on our service. I hope during the coming year that the usefulness of this office may be extended and that we may be of greater service both to employers and those seeking positions.

THE FALL RIVER OFFICE: 41 North Main Street.

HARRY F. DOWNS, *Superintendent.*

Summary of Business from October 1, 1907 to November 30, 1914.

CLASSIFICATION.	YEAR ENDING NOVEMBER 30,								Total
	1907	1908	1909	1910	1911	1912	1913 ¹	1914 ¹	
Offers of Positions, . . .	513	4,269	3,355	2,826	1,925	1,961	1,595	1,267	17,711
Positions Reported Filled,	234	2,583	1,541	1,421	1,042	1,641	1,269	1,125	10,856
Persons Furnished Employment.	- ²	1,020	910	945	793	676	410	312	5,066
Persons Applied for by Employers.	379	2,951	2,130	1,922	1,640	2,240	1,956	1,462	14,680

¹ Office closed during August.

² No record of detail kept. Office open two months only in 1907.

The Fall River office, like that at Springfield, has now been in operation for six full years. According to the records of this office, it appears that in 1908 the number of positions reported filled by it was 2,583; in 1909 the number was 1,541; in 1910 it was 1,421; in 1911 it dropped to 1,042; in 1912 it rose to 1,641, an increase of 599 over the preceding year; in 1913 it dropped to 1,269; and in 1914 to 1,125. The number of persons applied for by employers, which showed a steady decline from 1908 to 1911, increased from 1,640 in that year to 2,240 in 1912, but in 1913 it fell off to 1,956, and in 1914 it dropped to 1,462. The observations made in former reports regarding this office seem still to be applicable to it.

THE WORCESTER OFFICE: 48-52 Green Street.

WILLIAM A. McCARTHY, *Superintendent.*

Summary of Business from September 15, 1913 to November 30, 1914.

CLASSIFICATION.	YEAR ENDING NOVEMBER 30,		Total
	1913 ¹	1914	
Offers of Positions,	1,822	7,561	9,383
Positions Reported Filled,	552	3,176	3,728
Persons Furnished Employment,	479	2,152	2,631
Persons Applied for by Employers,	1,089	4,387	5,476

¹ Office open two and one half months only in 1913.

The Worcester office was opened September 5, 1913, and this report is therefore the first to cover a full fiscal year. Concerning its operations during the year ending November 30, 1914, the Superintendent writes: —

That an office of this kind was needed in this city is shown by the number of employers calling for help and the number of applicants visiting the office in search of work. One thousand seven hundred and sixty-one employers have patronized the office this year. The popularity of the office among applicants seeking work is shown by the attendance taken during the following weeks: March 23rd, 1,973; May 28th, 1,571; and September 26th, 1,702.

Of the total number of males who secured positions (1,121), 629, or 56 per cent, were native born, and 492, or 44 per cent, foreign born. Of the total number of females (1,031) who secured positions, 549, or 53 per cent, were native born and 482, or 47 per cent, foreign born.

In order to secure the patronage of office managers of large concerns, 100 circular letters were sent out about the middle of March calling their attention to the number of high grade applicants who had registered for office positions. Several replies were received assuring us that they would be glad to call on the office when in need of this class of help.

Although business has been in a very depressed state during the past year, 171 manufacturing concerns have registered calls at different times for employees. The largest demand for male help has been in occupations listed under manufacturing and mechanical pursuits. Many of these calls have been for high grade mechanics, which is an indication that when business resumes its normal condition, we shall have a large demand for men for this class of work. During the spring and summer many calls were received for textile workers in different sections of the State, and we were successful in filling a large percentage of them.

About the time this office was opened, the directors of the Young Women's Christian Association were planning to re-open their employment department which had been closed for 18 months, but after a visit to this office by the secretary the plan was abandoned, as she reported that it would be a needless expense, since it would only be duplicating the work that is being done by the State. Both applicants for help and employment are referred to this office by officials of the Association.

The number of women seeking day work (washing, cleaning, and ironing) has increased considerably over a year ago. This is caused by the Associated Charities discontinuing this class of work in their office, regarding which the recording secretary in her annual report says:

"One piece of work which we have done since the organization of the society has been dropped, and that is maintaining what has practically been a free employment agency. The State Free Employment Bureau has been in operation over a year, and has become the natural agency for this kind of work. It is the policy of the Associated Charities to do whatever bit of social service needs to be done, and to carry on the work until the demand for it becomes so great that a separate organization is needed to handle it. To continue to make special effort to obtain work for people would be duplicating the excellent work being done by the State Bureau."

To better accommodate farmers, applicants for farm work are allowed to remain in the office during the hours 10 to 11 A.M. and 2 to 3 P.M. This arrangement allows farmers to regulate their work so that they may call when the largest number of applicants are on hand.

I want to mention the co-operation that we have received from the newspapers of this city in bringing the work of the office to the attention of the public by printing our monthly statement of business, and also other articles which have appeared frequently.

EXPENDITURES ON ACCOUNT OF FREE EMPLOYMENT OFFICES,
1914.

The classified expenditures for the maintenance of the four offices during the year ending November 30, 1914, were as follows:—

	Boston	Spring-field	Fall River	Worcester	Total
Maintenance of offices:					
Printing Annual Report,	\$46.37	\$23.18	\$23.18	\$23.18	\$115.91
Job printing,	306.87	124.49	19.12	129.09	579.57
Postage (inc. stamped envelopes),	154.78	50.00	36.00	79.47	320.25
Stationery and supplies,	77.88	47.05	2.65	27.34	154.92
Machine supplies and repairs,	22.25	89.45	3.50	.75	115.95
Rent,	3,300.00	1,020.00	600.00	1,200.00	6,120.00
Lighting,	156.21	42.47	2.36	27.57	228.61
Telephone and telegraph,	606.19	168.63	73.27	101.82	949.91
Advertising,	262.14	140.95	30.65	193.43	627.17
Cleaning materials,	98.44	34.37	13.60	58.23	204.64
Expressage and teaming,	6.50	2.50	.70	3.66	13.36
Travel,	87.23	14.20	1.10	9.30	111.83
All other,	83.34	27.66	1.00	58.06	170.06
Salaries (inc. janitor service),	14,758.67	4,516.83	1,390.00	3,524.00	24,189.50
Total,	\$19,966.87	\$6,301.78	\$2,197.13	\$5,435.90	\$33,901.68
Balance unexpended,					2,448.32
Appropriation,					\$36,350.00

It will be noted from the above financial statement that of the appropriation of \$36,350 for the maintenance of the State Free Employment Offices for the year ending November 30, 1914, there remained an unexpended balance of \$2,448.32. This was due to several causes, including certain savings in salary expenditures due to leaves of absence and suspensions without pay, to a reduction in expenditures for advertising, and economies in other small items.]

CONCLUSION.

I desire in closing to renew the following suggestions made in my last report relative to the desirability of a transfer of the jurisdiction over the State Free Employment Offices from the Bureau of Statistics to some other state department:—

The functions of these offices are undoubtedly susceptible of legitimate expansion in numerous fields of social welfare, such as the organization of special bureaus or departments for assisting persons handicapped in the struggle for a livelihood either through infirmities or old age, for affording youth of both sexes special knowledge concerning suitable fields of employment, for the distributing of newly arrived immigrants, and for securing more comprehensive data than is at present feasible as a basis for suggestive studies of the great problems of unemployment. But if it be desired to extend in this manner the field of usefulness of the Free Employment Offices, and to add to their number so that in time they shall be generally established throughout the Commonwealth, more adequate provision should be made for properly correlating their several activities and they should have the benefit of supervision by a competent person giving his entire time to the numerous problems which their maintenance and administration may suggest.

I respectfully submit, therefore, that careful consideration be given by the Legislature to the question as to whether the present form of administration should be continued, and the Director of the Bureau of Statistics, in addition to his increasing statutory duties in other directions, be required to further develop the free employment office system; or whether this jurisdiction may not be transferred, to the advantage of the service under the circumstances, and as has been suggested in recent proposed legislation, to an administrative board whose field of operation seems more closely and logically allied to the problems involved than is a department whose functions are primarily statistical.

The most natural department to be given jurisdiction over the Free Employment Offices would now seem to be the State Board of Labor and Industries, and I therefore respectfully submit that such a transfer of jurisdiction be made and am submitting a bill for this purpose.

CHARLES F. GETTEMY,
Director, Bureau of Statistics.

STATE HOUSE, BOSTON, December 30, 1914.

STATISTICAL TABLES.

STATISTICAL TABLES.

TABLE I.—*Consolidated Summary of Business of the Four State Offices for the Year ending November 30, 1914, compared with 1913.*

CLASSIFICATION.	1914			1913	Per Cent of Increase (+) or Decrease (-)
	Males	Females	Totals	Totals (For Di- vision by Sex, see Report for 1913)	
<i>Applications from Employers, . . .</i>	—	—	26,935	32,437	—16.96
<i>Individual Employers who Applied for Help,</i>	—	—	10,210	10,516	—2.91
<i>Persons Applied for by Employers, . .</i>	17,488	14,077	31,565	39,230	—19.54
<i>Offers of Positions,</i>	32,351	21,507	53,858	74,113	—27.33
<i>Positions Reported Filled,</i>	13,423	11,287	24,710	29,117	—15.14
<i>Individuals for whom one Position only was secured,</i>	6,612	3,633	10,250	12,418	—17.46
<i>Individuals for whom more than one Position was secured,</i>	1,814	1,580	3,394	4,417	—23.16
<i>Total for whom Positions were secured, . .</i>	8,426	5,218	13,644	16,835	—18.95

TABLE II.—*Summary of Business of the Boston Office for the Year ending November 30, 1914, compared with 1913.*

CLASSIFICATION.	1914			1913 Totals (For Di- vision by Sex, see Report for 1913)	Per Cent of Increase (+) or Decrease (-)
	Males	Females	Totals		
Applications from Employers, . . .	—	—	16,438	23,001	—28.53
Individual Employers who Applied for Help,	—	—	5,812	7,060	—17.68
Persons Applied for by Employers, . . .	10,768	8,685	19,453	26,956	—27.83
Offers of Positions,	23,475	13,642	37,117	58,324	—36.36
Positions Reported Filled,	8,523	7,201	15,724	20,971	—25.02
Individuals for whom one Position only was secured,	4,557	2,210	6,767	9,524	—28.95
Individuals for whom more than one Position was secured,	1,331	1,050	2,381	3,457	—31.13
Total for whom Positions were secured, . . .	5,888	3,260	9,148	12,981	—29.53

TABLE III.—*Summary of Business of the Springfield Office for the Year ending November 30, 1914, compared with 1913.*

CLASSIFICATION.	1914			1913	Per Cent of Increase (+) or Decrease (-)
	Males	Females	Totals	Totals (For Di- visions by Sex, see Report for 1913)	
Application from Employers, . . .	-	-	5,340	7,127	-25.07
Individual Employers who Applied for Help,	-	-	2,095	2,376	-11.83
Persons Applied for by Employers, . .	4,227	2,036	6,263	9,229	-32.14
Offers of Positions,	4,667	3,246	7,913	12,372	-36.04
Positions Reported Filled,	2,846	1,839	4,685	6,325	-25.93
Individuals for whom <i>one Position only</i> was secured,	1,001	537	1,538	2,144	-28.26
Individuals for whom <i>more than one Position</i> was secured,	293	201	494	821	-39.83
Total for whom Positions were secured, . .	1,294	738	2,032	2,965	-31.47

TABLE IV.—*Summary of Business of the Fall River Office for the Year ending November 30, 1914, compared with 1913.*

CLASSIFICATION.	1914 ¹			1913	Per Cent of Increase (+) or Decrease (-)
	Males	Females	Totals	Totals (For Di- vision by Sex, see Report for 1913)	
Applications from Employers, . . .	-	-	1,351	1,460	-7.47
Individual Employers who Applied for Help,	-	-	536	559	-4.11
Persons Applied for by Employers, . . .	747	715	1,462	1,956	-25.26
Offers of Positions,	685	582	1,267	1,595	-20.56
Positions Reported Filled,	652	473	1,125	1,269	-11.35
Individuals for whom one Position only was secured,	94	122	216	314	-31.21
Individuals for whom more than one Position was secured,	29	67	96	96	-
Total for whom Positions were secured, . .	123	189	312	410	-23.90

¹ Office closed during August.

TABLE V.—*Summary of Business of the Worcester Office for the Year ending November 30, 1914, compared with 1913.*

CLASSIFICATION.	1914			1913 ¹ Totals (For Di- vision by Sex, see Report for 1913)	Per Cent of Increase (+) or Decrease (-)
	Males	Females	Totals		
Applications from Employees, . . .	-	-	3,806	849	-
Individual Employers who Applied for Help,	-	-	1,767	521	-
Persons Applied for by Employers, . . .	1,746	2,641	4,387	1,089	-
Offers of Positions,	3,524	4,037	7,561	1,822	-
Positions Reported Filled,	1,402	1,774	3,176	552	-
Individuals for whom <i>one Position only</i> was secured,	960	769	1,729	436	-
Individuals for whom <i>more than one Position</i> was secured,	161	262	423	43	-
Total for whom Positions were secured, . . .	1,121	1,031	2,152	479	-

¹ The figures for 1913 are for two and one half months only.

TABLE VI.—*Summary of Each Office, Showing Volume*

	CLASSIFICATION.	Working Days	Number of Applications from Employers
	Boston:		
1	Males,	304	-
2	Females,	304	-
3	Total,	304	16,438
	Springfield:		
4	Males,	305	-
5	Females,	305	-
6	Total,	305 ¹	5,340
	Fall River:		
7	Males,	279	-
8	Females,	279	-
9	Total,	279 ²	1,351
	Worcester:		
10	Males,	305	-
11	Females,	305	-
12	Total,	305	3,806
	Consolidated Totals for Four Offices:		
13	Males,	-	-
14	Females,	-	-
15	Total,	-	26,935

TABLE VII.—*Consolidated Summary by Months at All of the Offices, Showing*

	MONTHS.	Working Days	Number of Applications from Employers
	1913.		
1	December,	26	1,866
	1914.		
2	January,	27	2,413
3	February,	23	1,876
4	March,	26	2,404
5	April,	25	2,896
6	May,	25	3,157
7	June,	25 ¹	2,786
8	July,	26	2,214
9	August,	26 ²	1,831
10	September,	25	2,469
11	October,	26	1,980
12	November,	24	1,443
13	Totals,	304	26,935

¹ Springfield, Fall River and Worcester offices had 26 working days in June.

of Business for the Year ending November 30, 1914.

Aggregate Number of Persons Called for	Daily Average	POSITIONS OFFERED		POSITIONS FILLED		Percentages of Positions Filled of Persons Called for	
		Number	Daily Average	Number	Daily Average		
10,768 8,685	35.42 28.57	23,475 13,642	77.22 44.88	8,523 7,201	28.04 23.69	79.15 82.92	1 2
19,453	63.99	37,117	122.10	15,724	51.73	80.83	3
4,227 2,036	13.86 6.68	4,667 3,246	15.30 10.64	2,846 1,839	9.33 6.03	67.83 90.32	4 5
6,263	20.54	7,913	25.94	4,685	15.36	74.80	6
747 715	2.68 2.56	685 582	2.46 2.09	652 473	2.34 1.70	87.28 66.15	7 8
1,462	5.24	1,267	4.55	1,125	4.04	76.95	9
1,740 2,641	5.72 8.66	3,524 4,037	11.55 13.24	1,402 1,774	4.60 5.82	80.30 67.17	10 11
4,387	14.38	7,561	24.79	3,176	10.42	72.40	12
17,488 14,077	57.68 46.47	32,351 21,507	106.53 70.85	13,423 11,287	44.31 37.24	76.76 80.18	13 14
31,565	104.15	53,858	177.38	24,710	81.55	78.28	15

Volume of Business for the Year ending November 30, 1914 — Both Sexes.

Aggregate Number of Persons Called for	Daily Average	POSITIONS OFFERED		POSITIONS FILLED		Percentages of Positions Filled of Persons Called for	
		Number	Daily Average	Number	Daily Average		
2,211	85.04	4,179	160.73	1,671	64.27	75.58	1
2,448 2,266 2,789 3,305 3,672 3,390 2,589 2,211 2,877 2,199 1,608	90.67 98.52 107.27 132.20 146.88 133.77 99.58 85.04 115.08 84.58 67.00	4,426 3,981 4,988 5,590 5,966 5,763 4,504 3,861 4,524 3,638 2,438	163.93 173.09 191.85 223.60 238.64 227.89 173.23 148.50 180.96 130.92 101.58	1,980 1,744 2,072 2,508 2,861 2,755 2,083 1,703 2,180 1,847 1,306	73.33 75.83 79.69 100.22 114.44 108.79 80.12 65.50 87.20 71.04 54.42	80.88 76.96 74.29 75.89 77.91 81.27 80.46 77.02 75.77 83.99 81.22	2 3 4 5 6 7 8 9 10 11 12
31,565	104.15	53,853	177.38	24,710	81.55	78.28	13

² Fall River office closed during August.

TABLE VIII.—*Positions Secured at the Four Offices, Classified*

	CLASSIFICATION.	BOSTON			SPRINGFIELD		
		Males	Females	Total	Males	Females	Total
1	Agricultural pursuits,	493	-	493	758	-	758
2	Apprentices,	169	22	191	16	-	16
3	Domestic and personal service, . . .	3,117	5,661	8,778	1,367	1,718	3,085
4	Manufacturing and mechanical pursuits,	3,133	1,097	4,230	427	83	510
5	Professional service,	11	1	12	3	-	3
6	Trade and transportation,	1,599	419	2,018	225	20	245
7	Other trades,	1	1	2	50	18	68
8	Totals,	8,523	7,201	15,724	2,846	1,839	4,685

TABLE IX.—*Daily Averages of "Persons Called for" and "Positions*

	MONTHS.	PERSONS CALLED FOR					
		BOSTON		SPRINGFIELD		FALL RIVER	
		1913	1914	1913	1914	1913	1914
1	December,	69	52	25	18	5	6
2	January,	65	57	17	18	3	6
3	February,	75	64	21	17	7	5
4	March,	94	69	32	18	5	4
5	April,	116	83	41	24	7	7
6	May,	105	87	42	31	12	7
7	June,	110	88	36	25	10	5
8	July,	80	56	28	24	7	4
9	August,	81	52	27	20	-1	-
10	September,	112	69	36	23	8	5
11	October,	90	50	32	15	7	4
12	November,	65	37	26	13	7	4
13	Averages,	89	64	30	21	7	5

¹ Office closed during August.

by Sex and Occupation, for the Year ending November 30, 1914.

FALL RIVER			WORCESTER			FOUR OFFICES		
Males	Females	Total	Males	Females	Total	Males	Females	Total
10	-	10	376	-	376	1,637	-	1,637 1
-	-	-	12	2	14	197	24	221 2
576	453	1,034	348	1,362	1,710	5,408	9,199	14,607 3
31	12	43	505	393	898	4,096	1,585	5,681 4
-	-	-	-	-	-	14	1	15 5
35	3	38	159	17	176	2,018	459	2,477 6
-	-	-	2	-	2	53	19	72 7
652	473	1,125	1,402	1,774	3,176	13,423	11,237	24,710 8

Filled" for the Year ending November 30, 1914, compared with 1913.

PERSONS CALLED FOR — Con.		POSITIONS REPORTED FILLED							
WORCESTER		BOSTON		SPRINGFIELD		FALL RIVER		WORCESTER	
1913	1914	1913	1914	1913	1914	1913	1914	1913	1914
-	9	53	42	15	11	3	5	-	6 1
-	9	55	49	12	13	3	4	-	7 2
-	11	57	51	16	13	5	3	-	8 3
-	15	75	55	18	12	4	4	-	9 4
-	18	92	66	27	16	4	5	-	12 5
-	23	80	67	28	24	7	6	-	16 6
-	16	85	73	26	20	7	4	-	12 7
-	15	65	47	20	18	4	3	-	12 8
-	12	65	41	19	16	-1	-	-	9 9
28 ²	18	80	50	25	19	5	4	18 ²	14 10
	15	71	42	24	12	4	4	9	13 11
12	12	53	32	19	11	5	3	9	8 12
17	14	69	52	21	15	5	4	9	10 13

² Worcester office opened September 15, 1913.

The Commonwealth of Massachusetts

NINTH ANNUAL REPORT

ON THE

STATE FREE EMPLOYMENT OFFICES

FOR THE YEAR

1915

BY
THE DIRECTOR OF THE BUREAU OF STATISTICS

9



BOSTON

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NINTH ANNUAL REPORT ON THE STATE FREE EMPLOYMENT OFFICES.

INTRODUCTION.

The Ninth Annual Report on the State Free Employment Offices covering the year ending November 30, 1915, is submitted herewith. These offices are located, respectively, at Boston, Springfield, Worcester, and Fall River. During the nine years since the first office was opened in Boston, nearly 200,000 positions, according to our records, have been filled by the several offices. During the past year 14,491 positions have been found for 8,416 persons by the Boston office and an aggregate of 26,689 positions for 14,304 persons by the four offices. Since the opening of the Boston office, it has had the patronage of a total of 30,804 employers, of whom 2,262 applied to the office for help for the first time during the past year. The Springfield office added 1,147 new employers to its list in 1915, bringing its total up to 8,382; the Fall River office added 124, bringing its total to 2,826; and the Worcester office, which was opened in the fall of 1913, placed 2,234 new employers on its list during the past year, making its total 3,469. The four offices, therefore, have had applications for help from an aggregate of 45,481 employers, of whom 5,767 used them for the first time in 1915. These figures measure as accurately as can be done by a statistical record, the service rendered by the State Free Employment Offices alike to employers and those seeking employment. The number of positions filled since the system was established is shown by years in the following table:—

1907,									15,510
1908,									14,955
1909,									17,741
1910,									20,574
1911,									21,158
1912,									26,587
1913,									29,117
1914,									24,710
1915,									26,689
Total for 9 years,									197,041

The positions reported filled by all the offices during the year may be broadly classified as follows:—

OCCUPATIONS.	Males	Females	Totals
Agricultural pursuits,	1,798	—	1,798
Apprentices,	166	6	172
Domestic and personal service,	6,270	9,925	16,195
Manufacturing and mechanical pursuits,	4,631	1,631	6,262
Professional service,	28	8	36
Trade and transportation,	1,697	435	2,132
Other trades,	63	31	94
Totals,	14,653	12,036	26,689

The consolidated summary of the business of the four offices since the establishment of the Boston Office December 3, 1906, is given below:—

CLASSIFICATION.	YEAR ENDING NOVEMBER 30									Total
	1907 ¹	1908	1909	1910	1911	1912	1913 ²	1914 ³	1915 ³	
Offers of positions, .	46,853	32,654	41,540	51,082	58,172	74,089	74,113	53,858	51,580	483,941
Positions reported filled, .	15,510	14,955	17,741	20,574	21,158	26,587	29,117	24,710	26,689	197,041
Persons furnished employment,	10,707 ⁴	9,093	11,166	12,292	13,205	15,711	16,835	13,644	14,304	116,957
Persons applied for by employers.	35,563	18,980	23,817	28,354	30,632	36,834	39,230	31,565	33,906	278,881

¹ The figures for 1907 are for a full 12 months for the Boston office, three months only for the Springfield office and two months only for the Fall River office.

² The figures for 1913 are for a full 12 months for the Boston and Springfield offices, 11 months for the Fall River office (this office having been closed during August) and two and one half months for the Worcester office.

³ The figures for 1914 and 1915 are for a full 12 months for the Boston, Springfield and Worcester offices, and 11 months for the Fall River office (this office having been closed during August).

⁴ This figure is for the Boston office only.

That the general conditions surrounding the matter of employment have shown improvement for the year ending November 30, 1915, over those prevailing during the preceding year, is quite apparent from these figures, as also from the personal reports of the Superintendents printed elsewhere in this report. It was necessary a year ago to record the somewhat disquieting fact that the number of positions reported filled, the number of persons furnished employment, and the number of persons applied for by employers was less for the four offices in the aggregate than during the year 1913. The extent of the recovery may be seen by a comparison of the above figures for the years 1913, 1914, and 1915, from which it is noted that the number of positions reported filled increased during the past year over 1914 by 1,979, or 8.0 per cent; that the number of persons who have been furnished employment increased 660, or 4.8 per cent; and that the number of persons applied for by employers has increased 2,341, or 7.4 per cent. These aggregate increases, however, are due to the Springfield and Worcester offices, both the Boston and Fall River offices showing a decrease from 1914; but while the recovery in conditions as reflected by none of the offices is complete if compared with the conditions prevailing in 1913, the trend is seen to be distinctly toward the more normal conditions prevailing prior to the latter year, and to this extent should certainly be encouraging.

Probably there is no greater economic problem confronting society to-day than that of unemployment, and there appears to have been during the past two or three years an acceleration of effort to grapple with the subject by devising something approaching a comprehensive plan. This is seen in the investigations and literature of the American Association for Labor Legislation, the creation of national and state associations for dealing with the subject, and the attempt being made by the Department of Commerce and Labor of the federal government to correlate the activities of the various public offices managed by states and municipalities.

This agitation and discussion of measures intended to reduce the amount of unemployment and minimize its depressing features seem inevitably and quite naturally to raise the question

as to whether the service rendered by the public employment office system may not be expanded to advantage. In this connection a statement has recently been made¹ which seems to make pertinent in this place some observations with respect to the internal administrative policy of the Massachusetts offices. It is asserted that "in estimating the potential efficiency of these agencies it is important to realize that—

1. Little or no effort is made to solicit opportunities for work among employers.
2. A negligible amount of advertising is done.
3. No interpreters are employed although 33 per cent of applicants are foreign.
4. All applicants for work are not registered, so that there is no way of estimating the number unemployed.
5. No arrangement is made either to loan money for fares or to get employers to advance it."

While these are partially correct statements of fact, it does not follow that they all necessarily represent defects of organization which call for remedy. Several of these suggestions are discussed from the standpoint of one who has first hand knowledge and practical experience in the report of the superintendent of the Boston office given below. The total cost of maintaining the State Free Employment Offices for the year ending November 30, 1915, was \$33,420.51, practically all of which (with perhaps the exception of the expenditure for advertising \$528.24) was for fixed charges. The amount available by appropriation was \$35,500 and there was accordingly a balance of \$2,079.49 unexpended at the end of the year, due chiefly to the fact that the duties of the Superintendent of the Boston office during a vacancy which occurred early in the year were performed for several months by the Assistant Superintendent without extra pay, and that when the latter was promoted to the superintendency, we decided that the office of assistant superintendent, which carried a salary of \$1,500, could be abolished without embarrassment to the service, and this was accordingly done. It would not have been difficult to have used the amount thus saved for other purposes, but it did not seem

¹ *Why Labor Exchanges*, Bulletin No. 1, November, 1915, of the Massachusetts Committee on Unemployment.

to me to be good judgment to take advantage of such a situation to embark upon plans of expansion not contemplated when the appropriation was made, which, if they were to be effectively maintained, would necessitate an increased annual appropriation; and to employ agents to solicit opportunities for work among employers, to employ interpreters on the office staff, to expend more money for advertising, to evolve a more complete system of registering applicants for employment with the additional clerical force which this would necessitate, and to adopt the very questionable expedient of providing a fund with which to furnish applicants for work with transportation to prospective places of employment, would obviously involve a considerable additional tax upon the treasury of the Commonwealth.

If our policy in these matters has been too conservative, it is due partly to my opinion, — based upon careful consideration of the questions involved and the results of experiments already tried out and abandoned, — that no appreciable increase in efficiency of service would result from the adoption of the measures referred to; and partly to a doubt as to whether such an expansion of administrative functions should be undertaken without specific statutory authorization. It is hardly necessary to add, however, that the management of the State Free Employment Offices is at all times open to constructive suggestions from any quarter which are intended to make for the improvement of the service, and if the Legislature desires to place at the disposal of the department the means necessary to carry out measures which have not already been made the subject of trial and discontinued as unpractical, it may be assured that we shall be glad to attempt the same with entirely open minds.

From October 15, 1914, to April 29, 1915, the Superintendent of the Boston Office, Mr. Walter L. Sears, was under leave of absence without pay, it having been possible because of the slackening of business to grant him this privilege as the result of requests on the part of the municipal authorities of New York to assist in establishing and organizing a public municipal bureau in that city; and his services in that connection led ultimately to his permanent appointment as superintendent of the New York bureau, whereupon he formally resigned the

superintendency of the Boston office. Mr. G. Harry Dunderdale, who had been assistant superintendent of the Boston office since it was opened in 1906 and who had acceptably performed the duties of superintendent during Mr. Sears's absence, was appointed superintendent on May 1, 1915.

Although Mr. Sears had not been actively connected with the Boston Free Employment Office for fourteen months prior to his untimely death on December 15 last, he had been so closely identified not only with the development of the Massachusetts system of free employment offices, but with the movement throughout the country, that it seems fitting that his labors for this cause should be the subject of formal notice in this place. What he accomplished and represented cannot be better stated than in the following tribute which appeared in the editorial columns of the Boston Globe on December 17, 1915: —

The death of Walter Lincoln Sears of the employment bureau of New York City is a loss to the country, as well as to New York. Born in Boston, Mr. Sears found his life work in the bad industrial year 1893, when the State House was almost stormed by an army of the unemployed. Mr. Sears, then a member of the Common Council, realized that the answer to the demand for work was not to be found in a larger police force or in additions to the municipal lodging house. He saw that the community must do its share toward finding work for those who wanted it. The rest of his story is in the history of a movement.

After 12 years of investigation and agitation, the Legislature established a State employment bureau and made Mr. Sears its head. Last year New York City borrowed him for 60 days to organize a bureau there. New York never let him go. At the time of his death he had just completed a federation of the public employment bureaus of the United States and Canada.

Mr. Sears was a shining example of a man who, when met by a great need, let himself remain open to its pain, until he saw a way to help. He discovered in other lands a big movement in answer to this need. Entering this movement, he found himself carried away. His work for the employer and for jobless men and women was one of the chief American beginnings of a system which will one day solve the problem of labor distribution in this country, along the same scientific lines as those which the Germans have employed to keep their people busy and their industrial machinery in motion. Mr. Sears knew a big thing when he saw it.

THE BOSTON OFFICE: 8 Kneeland Street.

G. HARRY DUUNDERDALE, *Superintendent.**Summary of Business from December 3, 1903, to November 30, 1915.*

CLASSIFICATION.	YEAR ENDING NOVEMBER 30									Total
	1907	1908	1909	1910	1911	1912	1913	1914	1915	
Offers of positions, . . .	44,876	24,445	32,432	41,630	47,688	61,051	58,324	37,117	30,532	378,095
Positions reported filled, . .	14,480	9,941	13,034	15,478	15,806	19,554	20,971	15,724	14,491	139,479
Persons furnished employment,	10,707	6,535	8,327	9,262	10,112	12,216	12,981	9,148	8,416	87,704
Persons applied for by employers,	33,696	12,825	17,404	21,425	22,816	26,749	26,956	19,453	17,847	199,171

The Superintendent of the Boston office submits a review of its business during the past year, together with certain other incidental suggestions, as follows:—

The depression which characterized the year 1914 continued through seven months of the present year (1915). During these seven months the demand from employers for help showed a decrease ranging from 26 to 49 per cent, as compared with the corresponding seven months of 1914 which was also a bad business year. In July of this year the decrease in the demand for help fell to 8 per cent, and the remaining months show that the depression is about broken, but with business far from normal, and we record an increase of from 9 to 100 per cent in the demand for help. In the number of positions reported filled, the decrease during the first seven months is in line with the demand for help, as the decrease ranges from 21 to 49 per cent up to July, when the decrease fell to 12 per cent and the balance of the year shows an increase of from 14 to 93 per cent.

The beginning of the year found the general public awakening to the fact that there were thousands of men, women, boys and girls out of work without a possibility of finding positions for themselves. The churches, philanthropic and fraternal societies were importuned by their members to furnish practical aid, and nearly every society had unemployment committees appointed for the purpose of trying to place their unemployed at work. Notwithstanding this extraordinary effort to secure work for the unemployed in all walks of life, the average daily attendance in the Boston office was in the vicinity of from 2,000 to 2,500 people daily. The result of the efforts of these committees seems to have been to have placed a number of people in temporary positions as was noted in our monthly market letter issued on February 2 showing the work of the office for the month of January which reads: "The unskilled men's department has a shade better business than in December, 1914. Our figures show an in-

crease of 39 per cent in the demand for help, also an increase of 68 per cent in the number of positions reported filled. Most of this increase, however, is for temporary work, and no doubt is the result of the activity of the various committees in securing work for the unemployed."

It is only fair, however, to state but that for the manufacture of munitions, boots and leather goods, textiles, and other materials used by the belligerent armies in Europe, the business situation of the past year would have been much more severe, and that additional thousands would have been numbered among the already vast army of unemployed. As it was, however, men who were skilled in the trades were unable to secure work at their calling, and were anxious and willing to take up any work that would bring in some return so that they could provide food for their wives and children, thereby causing a still heavier strain upon the unskilled labor market.

Every year the free employment offices continue, the stronger they become as a public necessity, and their influence continues to extend both among the employers as well as the unemployed. This year we have to our credit 2,262 new employers, and if the employers will take notice, that by telephoning Oxford 2960, orders will be taken and filled with good judgment. The advantages of a free employment office are manifold. It is a haven of refuge to the disheartened man or woman out of work, as there is a possibility of securing work in or out of the city even if it is of a temporary nature, or something they had not thought of doing. It enables an employer to secure quickly the class of help he wants, while the employee can find out without loss of time, what work is open that he can do without having the old time heart-breaking and nerve-racking task of tramping from one section of the city to the other in a blind hunt for something of which he is not sure. Many times during the recent depression of business hundreds of applicants for employment have been sent to us by committees, philanthropists, social workers, and others, with the expectation that we might be able to do something for them. The applicants come to the office confident they will get a job of some sort, but when we are unable to get them anything their disappointment is expressed in some instances in very forceful language, and sometimes the expression on their faces shows the terrible disappointment they feel.

PUBLIC EMPLOYMENT OFFICES DO NOT CREATE EMPLOYMENT.

It is a popular error among many people that the establishment of an employment office means in some way an increase in opportunities for employment, and that the office has always on hand a job that will suit their particular condition. It should be remembered that a State employment office deals with but one phase of the unemployment problem. If people are out of work because work cannot be obtained, then the office cannot render any efficacious aid. Neither can it aid if men are idle because they are unable or unwilling to work, or if unskilled men are idle

when only skilled men are required; but if men with certain qualifications are idle at a time when employers are looking for men with those qualifications, — then a State office can be of great service.

The work of a free employment office is at no time easy, even when business is normal, but during a period of business depression, such as the one we have just passed through, the difficulties of satisfying and appeasing the men and women out of work are enormous. Applicants anxious and willing to work are insistent upon getting something to do, and are willing to turn their hands to anything, when they cannot get a job at their particular trade or calling. When a man sees his fellow searcher for work secure a job, and when his turn comes to talk to the clerk and he finds there is nothing open that he can fill, it is only human nature for him to be disappointed, and insist that he can do anything. Then the tact and diplomacy of the clerk is put to the test, and he has to convince the applicant, whether man or woman, that we are interested in the case and will do our utmost to place them when the opportunity arrives; and it is just at this point that the clerk has to be careful that his sympathies do not run away with his judgment. Business is not philanthropy. When an employer makes application to the office for a man to do a certain kind of work, he expects to be provided with one who is capable and knows how to do it, and if such a man is not sent to fill the place, the employer will quickly send to another office where his wants will be attended to satisfactorily. It is imperative that the wants of the employer be satisfied, as without the co-operation of the employer, there could be no employment office.

SUPPLYING APPLICANTS FOR WORK WITH CAR FARES.

Again, there might be a position which the applicant could fill, but it is out of town, and the applicant is without funds. The latter has no means of getting there and is, therefore, obliged to let the job go to some one who can pay the car fare. This may seem to some to be a case of injustice, but practical experience for years in dealing with all classes of people has shown that when the car fare has been provided by the employer, and the man or woman sent out has been escorted to the depot and placed on the train, they many times fail to reach the designated place. This plan has proven so very unsatisfactory both to the employer and the office that it has been discontinued as much as possible. Experience has shown that the best method is to have the employer come to the office, if possible, engage his help in person, and take them away with him.

Some people are of the opinion that the State should annually appropriate a certain amount of money so that an applicant for employment could be sent to a position out of town. No doubt this seems a very easy way out of a very troublesome difficulty, but an analysis of the facts brought out by actual experience shows such a proposition to be entirely impracticable. When the general public becomes aware that the State will provide car fares for those without funds, the number of this class of

applicants would gradually increase, and no matter what safeguards were placed around the fund, fraud of some kind or other would surely be used to secure money in this way, and many times we would find that the party never had any intention of going to the place. It would also be an incentive for the unworthy and the unscrupulous to use the office if they thought they could obtain some money by doing so. Again, the task of keeping track of such money loaned, would entail a considerable amount of labor and necessitate an increase in the clerical force of the office. While such a plan might work admirably for a few of the applicants of the office, the effect upon the majority, in my opinion, would be detrimental as having a tinge of charity. I believe that fully 90 per cent of the people who now make application for employment are self-respecting and self-reliant men and women, who have been thrown into the great army of the unemployed through no fault of their own, and if they thought that the office was dispensing charity, they would refrain from visiting it, and their places would be taken, as indicated, by a much less worthy class. The establishment of the Free Employment Office by the State was for the purpose of benefiting the citizens in their search for work without paternalism.

REGISTERING ALL APPLICANTS FOR WORK.

Some comment has been made by persons interested in unemployment because the Free Employment Offices have not evolved a plan for registering all applicants for work, so as to give an estimate of unemployment. This is a question which has been given considerable study and thought for ten years. At the commencement of the second year of our establishment, December 1, 1907, the Boston office registered every person making application for work on a specially prepared slip, under the following rule: — “The Employees’ Application slip must be made out for each employee who applies for work for the first time, whether there is any position or not. So long as he remains out of work from the time the first application was made, one application slip will be enough. If he obtains employment in the meantime and then becomes unemployed, another application slip should be made out. This slip is intended to obtain a record of all individuals who call at the office seeking work, and care must be taken to prevent duplication and to obtain as nearly as possible a correct statement of the labor supply.” This rule was carefully enforced with the result that the number of separate slips recording applications for employment in the Boston office was as follows: —

1908,	46,563
1909,	31,820
1910,	35,181
1911,	40,114
1912,	43,158

At the end of the year 1912, that is, after a full five years’ trial of this statistical experiment, the use of the slip was discontinued, as unreliable

and misleading, since it did not record faithfully what it intended to. It was found after careful investigation that men and women would call at the office and slips would be made out, though in a number of cases the applicants after finding work, sometimes for one, two, or three days, or a week would again call at the office and say they had not worked. The reason for making this statement was that the applicants were of the opinion that if they said they had done no work since the last slip was made out, a more decided effort on the part of the clerks would be made to give them a job on account of the length of time the slip showed they had been out of work.

Many hours of thought have been given to this question, and it seems to us who have studied it almost impossible to secure by such a method even approximately a reliable or correct census of unemployment in a large city. We might take count of every person calling at the office and asking for work, but in a number of instances one person might make application three or four times in one day. Again, many people enter the office, read the posted list of opportunities open, and leave again without even going to the desk and asking to be registered. We also found a number of applicants for work who were employed, but who wanted to secure better positions. Again, especially among laborers and casual workers, a man would register under one name on one day, and give another name a day or two later. It was also taken into consideration that applicants for work would visit our office the first thing in the morning, and if they did not secure employment would make the rounds of the other employment offices, and if unsuccessful, would return again to our office. Of course, it is essential for an employment office to have some knowledge of conditions as respects unemployment, even if the amount be somewhat uncertain, and the method we are now trying, and one which we think will give us approximate information, is to take the number of persons applying at the desk on one day in the week. This is kept on file and together with the number of orders received, and the number of people wanted, makes a kind of barometer which gives some idea of the unemployment market. But we believe that to attempt to register definitely all applicants is not feasible.

CANVASSING EMPLOYERS.

People who are interested in the work of our office and in the question of unemployment, frequently ask: "Why do you not have solicitors on the road to drum up trade, the same as the private agencies?" The reply invariably given is that up to the present time we have relied solely upon the service we give to the employers to retain their patronage, and our plan seems to meet with considerable approval, as over 3,000 employers have been satisfied with the service rendered, and have called on the office whenever they have been in need of help during the past year. It has been our practice not to trouble about the private agencies, or to enter into competition with them as we are not interested in them. Our time and energies are devoted to satisfying the demand of the employers and the general

public in as efficient a manner as we possibly can. We are of the opinion that the Legislature when it passed the act establishing Free Employment Offices had in mind the benefit we could be to those who were unemployed and were unable to patronize the private agencies on account of the fees, etc., and it is to this end we are directing our energies.

THE WORK OF THE VARIOUS DEPARTMENTS.

The Men's Unskilled Department.

For the first seven months of the year, the men's unskilled department of the Boston office was handicapped with a lack of orders, also with a large number of skilled mechanics, who, not being able to secure work at their own trade were willing to turn their hand to anything that would enable them to provide for their dependents. The number of people called for during the first four months showed a decrease of from 63 to 68 per cent from the same months in the previous year. In the next three months the records show a decrease of from 43 to 49 per cent. The month of July showed the demand was about the same as last year while the remaining months show an increase over last year. Since last July, owing to large numbers of Italian reservists leaving Boston and vicinity for their fatherland, there has been a considerable call for laborers of that nationality. We have received calls from contractors who in the past have always felt secure in having a number of these laborers on hand steadily, but who have been obliged to look elsewhere for men in order to fulfill their contracts.

The demand for able bodied laborers of all kinds has been very heavy, and the supply is exceedingly small at the present writing. There are several hundred men who can do light laboring work, such as porters, janitors, choremen and the like, but who are unfitted for heavy manual labor. A very difficult question which arises in this department, is as to the line of demarcation between skilled and unskilled labor. The calling of a cook is listed as unskilled. It is generally conceded that it does not take much skill to fry an egg or a steak, but the title of cook embraces a chef in hotels, clubs, or restaurants, pastry and meat cooks, which places have to be filled with persons of exceptional skill. Again, the vocation of a teamster, — any young man or boy can drive a grocery wagon, but it requires a man of nerve and skill in crowded streets to handle a two, three, or four horse hitch. There is also the occupation of gardener, — it requires very little skill to run a lawn mower or to look after a small garden, or to assist in a hot house, but when it comes to a landscape gardener or a man to take charge of a hot house, then it requires a man of exceptional skill and ability. All these trades are listed as unskilled, and in looking over the number of men in this department who have secured positions, it is misleading to assume they are only laborers or casual workers. In many instances, and nearly all of them I might say, these men are skilled in their line of work. In fact it is an exceedingly difficult thing to get em-

ployers to engage a man to do window cleaning, taking up and beating carpets, or a kitchenman, dishwasher or janitor, who has not had some previous experience.

The Men's Skilled Department.

Business in the skilled men's department during the first months of the year was as dull as in the other departments, with the difference that the depression did not last as long. In February the demand for machinists of all kinds began to come in, and has continued to dominate the department up to this time of writing. This is due to the placing of large orders for munitions of war, and the demand for help in this line of business has caused a return to more nearly normal conditions than has characterized this industry since 1913. In fact we have experienced great difficulty in filling this demand, especially for calls from out of the city, and at this time efficient workmen in this industry are exceedingly scarce. Calls for help in the building and printing trades constituted a large percentage of our demand, and the working conditions being right, we have been able to supply this, although a large seasonable demand for tinsmiths and sheet metal workers has at times been in excess of the supply.

An increase in the number of orders for factory hands, boot and shoe workers, and in season custom tailors and garment workers is noted, but the demand for clerks, stenographers and bookkeepers is and has been very quiet, although in this connection it might be well to state that whenever we have had occasion to advertise for persons to fill what opportunities we have had in this line, the applicants have been of a high grade. We have had more demand for textile operatives this year than for some time past, and in nearly every instance these have been filled.

The Boys' Department.

The boys' department, which gives some attention to vocational guidance, is one of the most important in the office. Nearly every morning brings its line of from 75 to 125 boys of all kinds, — many of whom are indifferent whether they get a job or not; but in the line are others who are anxious and willing to get a job where there is a chance for promotion. A number of these boys have just left school, and are delighted at what they consider a release from bondage to liberty. They generally apply for work with characteristic thoughtlessness, and they do not care what they do as long as they receive comparatively high wages. Their whole being seems to be centered in the present, and they give no thought to the future. They are only looking for the money they can get now and the good times they can get out of it. This is the reason why we see so many boys engaged in what is known as "blind-alley occupations," in which very little increase in wages can be secured, as when they have worked a year or so and ask for an increase the employer discharges them and employs another boy at the wages the first boy began with.

As in all other classes of society there are exceptions, and it is so with boys. The boy who sets out to get a job and be somebody is quickly noted by the watchful clerk in charge of the department, and is told to come in again later when the clerk will have an opportunity to have a chat. Then when they meet again the clerk, by dint of easy questioning, soon ascertains the amount of education the boy has acquired, the studies which he liked best at school, and which attracted his attention the most; what his home environments are, and what kind of work he would choose if the opportunity offered. These and other questions tend to bring out what the boy really desires to be. Then an effort is made to place the boy in a job which will please and suit him. It is a grave mistake to place a boy at a permanent job which is distasteful to him, for no matter how long he works at it he will always be a misfit, and you cannot get the best that is in him. Give a boy a chance at some kind of work which interests him, and he will make a good mechanic or workman, and a good citizen.

This department during the last two years has been greatly affected by the laws regarding the employment and school attendance of minors. Boys between the ages of 14 and 16 are required to attend continuation school four hours weekly during their working hours; they may not be employed more than 8 hours a day nor about certain kinds of machinery. The result is that the employers who formerly employed boys of 14 have changed their attitude and are now employing boys of 16 years and over and paying them better wages, so as to be free from most of the encumbrance placed upon minors under 16 years, by law. It is safe to say that less than 3 per cent of our placements of boys are under 16 years. Owing to the depression in business during the year the number of positions reported filled is about 12 per cent less than the previous year, but since last September there has been a considerable increase, and the indications are that with continued prosperity this department will grow in usefulness, and be of benefit both to the employers and the boys.

The Women's Unskilled Department.

One of the features in the women's unskilled department is the placement of day-workers. This class of workers is largely composed of widows who have families of little ones to bring up entirely through their individual efforts; others have crippled and sick husbands as well as having their children to sustain, while others are burdened with careless, drunken, and idle husbands as well as a family to provide for. All of them are so situated that it is impossible for them to obtain a permanent position except as cleaners in clubs, hotels, theatres, families, and offices. Some of them work at cleaning offices and theatres during the night or the very early morning hours, but all of them must have an opportunity of getting the little ones ready for school in the morning, and to be home in the evening to give them their supper and see them safely ensconced in bed.

Is it any wonder that in times of business depression these women appear to be particularly insistent in securing work? This persistency is in

many cases slightly removed from desperation, as the little ones must be fed and have a place of shelter, and the mother knows, and dreads the knowledge, that if she cannot provide it, the authorities will do so, and the home, poor as it may be, be broken up and all her past efforts and struggles go for naught. This class of workers are sometimes heroines of the highest order. No sacrifice is too great, — no effort too big, no matter whether the mother has enough for herself, so long as her cherished offspring are around her clamoring for her help and assistance. One of the principal divisions of this department is for the day-workers, a number of whom are placed every day. If those in charge of buildings, offices, private families and other places would, when in need of help, call up Oxford 2960, we would use our best efforts to supply them with strong, capable, experienced women for this class of work. There are also a number of women who are experienced hotel and restaurant cooks, together with dishwashers and kitchenwomen. The call for help in this branch is steadily increasing as the office becomes more widely known to the employers.

The other important branch in this department is the housework girl division to which during the past year the hours of from 1 P.M. to 3.30 P.M. have been devoted, the period from 1 P.M. to 2.15 P.M. being set apart for housekeepers, matrons and housework women over 30 years of age, and from 2.15 until the close of business for housework girls from 16 to 30 years of age. Owing to the depression in business a year and a half ago, it was found that the department was crowded from 9 to 12, and 1 to 4 with practically the same women, while hundreds were unable to come in. In order to make it practicable, — it was decided to divide the time the office was open for business into hours for various kinds of work. Accordingly it was arranged as follows: —

Washing, cleaning, scrubwomen,	9 to 10 A.M.
Kitchen and restaurant,	10 to 11 A.M.
Cooks,	10.30 A.M. to 12 M.
Hotel workers,	11 A.M. to 12 M.
Housework,	1 P.M. to close of business.

The change has been of great benefit to the employers, and the women in search of work, as each hour sees new faces for the specified work in that hour. This has been particularly noticed in the housework division. The applicants are of better grade than formerly, especially in the younger element who had previously declined to come and wait in overcrowded rooms, and although the demand is at present larger than the supply, we are now able to please employers with suitable girls.

The Women's Skilled Department.

The figures for the year 1914-15 in the women's skilled department show as a whole a decided decrease as compared with 1913-14. During the first six months of the year this branch was crowded daily with appli-

cants for work, many of whom, when they could not get work at their trade, gladly accepted positions at housework. The crowds that were daily attracted to the office in their search for employment entailed enormous work upon the clerks, and their tact and diplomacy and words of encouragement to many despondent applicants were tested to the utmost. During the height of the depression a number of the women who could handle the needle were given employment through the committee on unemployment of the Civic Federation; work was also given them through the State Unemployment Committee, otherwise, during the early months of the year, business, except in one or two minor cases, was practically at a standstill. Since July, however, business has been gradually increasing, and each month since then has been showing a steady gain.

The appearance of this department is now as good as, if not superior to, other offices, and the indications are that applicants of the higher grade help now include our office in their search for work. The greatest difficulty the clerks have in this department, and the largest number of orders for help which cannot be filled, is with respect to the applicants for work in all branches of the garment industry, viz., stitchers, finishers, and pressers. This is no doubt due to the working conditions surrounding this industry. The pay in most cases is based upon the piece price system, even while the inexperienced are learning that particular line of work. This makes the wages so very small at the end of the week that the girls become discouraged before they have given a reasonable time to learn the trade, and they throw up the job. Work in this particular industry and all the needle trades, is of such a seasonal nature that after a beginner has become experienced, and after working a short time, she is invariably laid off because of lack of work. The girl only repeats this experience in the next place to which she goes. Ultimately the girls get disgusted and disheartened, so that at the present time many will not accept a place in this industry unless a stipulated amount is named for the time while learning. This is the principal reason why it is impossible to fill a number of orders we receive for this class of work.

During the past year, the demand for office, clerical, and mercantile positions, has been practically at a standstill, and to-day we have a number of A1 stenographers and bookkeepers who desire employment. The indications are that the work from now on will steadily increase, and as the times improve, the department will be able to handle the many applicants for employment with greater facility, owing to the experience of the past year.

GENERAL STATISTICS.

This year we have to report a grand total of 30,804 employers of labor who have patronized the office since its institution nine years ago. This is an increase of 2,262 employers during the past year. We have on record 778 employers of labor outside of Massachusetts, who have used our service since the office opened December 3, 1906, 70 of whom have applied this year. Since our last report we have received orders from 3,070 of our

former patrons, and 2,262 employers have made use of our services for the first time. This, I think, is practical proof that the confidence of the employers of labor is unabated in the work we are trying to accomplish by sending competent and reliable help. The demand from employers in the State was 98 per cent, and from employers in other States 2 per cent; of the latter the demand has been from Connecticut, Illinois, Maine, New Hampshire, New York, Rhode Island, and Vermont.

The total number of applicants for work, male and female, who secured positions was 8,416, which, compared with the figures of last year, 9,148, shows 8 per cent decrease. Of the total number of male applicants for work 5,293 secured positions as against 5,888, which is a decrease of 10 per cent. The total number of female applicants for work who secured positions was 3,123 against 3,260 last year, showing a decrease of 4 per cent.

The total number of applicants who secured positions in the male departments was 5,293, of whom 61 per cent, or 3,229, were native born, and 39 per cent, or 2,064, were foreign born. The total number of female applicants who secured positions was 3,123, of whom 53 per cent, or 1,655, were native born, and 47 per cent, or 1,468, were foreign born. The total number of applicants, male and female, who secured positions was 8,416, of whom 24 per cent, or 2,041, were married, and 76 per cent, or 6,375, were single. The total number of males who secured positions was 5,293, of whom 25 per cent, or 1,323, were married, and 75 per cent, or 3,970, were single. In the female departments the total number who secured positions was 3,123, of whom 23 per cent, or 718, were married, and 77 per cent, or 2,405, were single.

The ages of the total number of individuals, male and female, who secured positions were —

- 2,450, or 29 per cent, under 21 years.
- 3,316, or 39 per cent, 21 to 30 years.
- 1,662, or 20 per cent, 31 to 40 years.
- 851, or 10 per cent, 41 to 50 years.
- 137, or 2 per cent, 51 years and over.

In the male departments 5,293 secured positions: —

- 1,482, or 28 per cent, under 21 years.
- 2,223, or 42 per cent, 21 to 30 years.
- 1,006, or 19 per cent, 31 to 40 years.
- 476, or 9 per cent, 41 to 50 years.
- 106, or 2 per cent, 51 years and over.

In the female departments 3,123 secured positions: —

- 968, or 31 per cent, under 21 years.
- 1,093, or 35 per cent, 21 to 30 years.
- 656, or 21 per cent, 31 to 40 years.
- 375, or 12 per cent, 41 to 50 years.
- 31, or 1 per cent, 51 years and over.

The total number of persons sent to this office during the year by philanthropists, social workers and others was 961 males; 205 females; of these, 212 males and 170 females secured employment.

The motto of the office since its opening has been, — "First come, first served, provided you can do the work." This has been lived up to faithfully, and I desire to record my gratitude and thanks to all the clerks who have, as a unit, worked for the benefit of the unemployed by every means in their power, and to increase the efficiency and reputation of the office.

In conclusion I desire to express my conviction that there is no other office where similar service is rendered which has the equipment for handling work the same as the State Free Employment Office. Each of the counter clerks is fully equipped for every emergency of their calling by special attention and experience in the wants of the applicants for employment, which have been greatly augmented during a depression of business that has rarely been equalled. They are alert, obliging and sympathetic, using good judgment in their peculiar duties, and are perfectly unbiased in their choice of people to fill positions.

THE SPRINGFIELD OFFICE: 47-49 Water Street.

CHESTER W. ALLEN, *Superintendent.*

Summary of Business from September 4, 1907, to November 30, 1915.

CLASSIFICATION.	YEAR ENDING NOVEMBER 30									Total
	1907	1908	1909	1910	1911	1912	1913	1914	1915	
Offers of positions, . .	1,464	3,940	5,753	6,626	8,559	11,077	12,372	7,913	9,615	67,319
Positions reported filled, .	796	2,431	3,166	3,675	4,310	5,392	6,325	4,685	6,106	36,886
Persons furnished employment.	-1	1,538	1,929	2,085	2,300	2,819	2,965	2,032	2,528	18,196
Persons applied for by employers.	1,488	3,204	4,283	5,007	6,176	7,845	9,229	6,263	7,571	51,066

¹ No record of detail kept. Office open three months only in 1907.

The Superintendent writes concerning the work of the office during the past year as follows: —

The business of the Springfield office this year has increased as compared with that of the preceding year, and with the exception of 1913 more positions were reported filled than during any year since the office was opened.

The demand for help shows an increase for six months as compared with the corresponding months of last year and almost as much business was transacted during the last four months as during the entire preceding eight. This activity in the labor market began about the first of August and has

continued since, being especially strong in September when 884 positions were reported filled, this being the largest number of positions reported filled in any month since the office was opened.

In the men's department the number called for by employers and positions reported filled was exceeded only in 1913. The records show that during six months of the year more men were called for and placed than during the corresponding months of last year and in September 651 positions were reported filled, the largest number of men placed in any month in the history of the office. During the last four months of this year 1,243 more male positions were reported filled than during the same period a year ago.

In the women's department more help was called for and positions reported filled than during any previous year. Every month since March, except June when there was a decrease of 15, showed an increase in the number of positions reported filled as compared with the corresponding months of last year. Four months this year, March, April, September and November the total number of women placed was over two hundred, while last year there were but two months, and May, 1913, was the first. February seemed to be the turning point this year. In the three months previous only one hundred or less women had been placed and only in eight months since January 1910, had this occurred before.

Since the office first opened on September 4, 1907, our records show a total of 8,382 individual employers who have applied for help, of whom 2,571 applied this year. Employers residing outside of the state to the number of 476 have applied for help since the office first opened, 144 of whom have applied this year. Of the 2,571 individual employers who applied for help this year, 1,424 have applied in former years, 82 of whom are non-residents of this state, and 1,147 represent the number of employers who used the office for the first time during the past year, 62 of whom do not live in Massachusetts.

Of the total number of males who secured employment (1,720) 68 per cent, or 1,177, were native born and 32 per cent, or 543, were foreign born. Of the total number of females who secured employment (808) 53 per cent, or 431, were native born and 47 per cent, or 377, were foreign born.

It is interesting to note that the efforts of the office to aid the farmers by furnishing competent help has been appreciated by those living in this part of the state as is shown by their increased patronage this year, 1,331 farm hands being called for and 1,136 of these orders being reported filled by men sent from this office, which is 378 more than were placed last year. On account of the industrial activity during the late summer and fall not so many men sought work on the farms and during the harvest season this lack of help was especially felt. Increased attention was given this year to supplying help for the tobacco harvest which began about the second week in August. In order to give efficient service to the farmers who came to the office after help, many in their automobiles in order to take men back with them, it was found necessary to open the office at seven o'clock in the morning for about two weeks.

The slips, calling the attention of the farmers to the Free Employment Offices and informing them of the ability of these offices to furnish competent farm help, which were furnished the Secretary of the State Board of Agriculture to be sent by him in his correspondence with the farmers throughout the state have greatly benefited the work of this office, as it not only brought the office to the attention of those farmers who have never applied for help but also reminded those who have applied of its continued existence and of our desire to be of service to them. It is somewhat difficult to give any definite estimate of the number of farmers who applied for help as a direct result of receiving this slip, as the names of over a thousand are listed who have patronized the office since it was first opened. During the three months since these slips were sent out 35 farmers applied for help for the first time, 29 of whom were probably directed here by the farmers' slip.

The industrial depression as viewed from this office was felt during last winter and early spring by both the skilled and unskilled male and female help. Conditions among the unemployed were such that in order to secure as much work as possible a "Give a Job" canvass was instituted in March by the Philanthropic Council of this city. Volunteer workers made a house to house canvass for any kind of work, long or short jobs, and the applications for help thus secured were turned over to this office to be filled by needy unemployed, those who had others dependent upon them for support. While this canvass was a success the employment obtained was mostly temporary. Perhaps five of the following eighty-three male positions filled were permanent: furniture repairing, 18; toolmakers, 2; plumber, 1; paper hangers and painters, 6; pruning trees, 7; general work, 49.

Much of the spring increase of the business in the women's department was probably due to this canvass as it brought the work of the office to the attention of many people, although only a few positions were obtained as a direct result. The civics committee of the Woman's Club also gave a favorable report on the work of this office urging members of the club to use it and many applications for workers have been received.

A large number of persons have been sent to the office by charitable organizations and social workers, with whom we have co-operated as in past years, having a special printed form which is furnished them to be given each person whom they desire to send. About two hundred and fifty men were referred in this way most of whom were foreigners (non-English speaking) and strangers without a trade, except in a very few cases. Desiring shop or factory work, unable to do heavy outside laboring, only about twenty-five per cent were placed. A large part of the demand for non-English speaking help is for outside labor work and no difficulty is experienced in placing men seeking this kind of work. The supply of Italian laborers, towards whom most of the contractors show a preference, has been growing small and during the last two months it has been difficult to secure any.

Of the social workers sending women to this office, only one, the city missionary of the Congregational Union, were we unable to assist at all

as there were no places for non-English speaking women. Of those sent by others about forty were placed. In the case of many women sent to the office for work (except non-English speaking) especially those living at home, day work can be given. In giving out day work preference is given at all times, so far as possible, to those who are known to need the work. So many men were out of work during the winter that a special effort was made to aid these families through temporary and day work. In this connection it is interesting to note that nearly two hundred different women were sent out last year. Of these women one was given 55 positions, five were given from 30 to 35; seven, 20 to 30; twenty-eight from 10 to 20 and one hundred and fifty were given less than ten. Many of this latter class secured in this way all the day work they could do. It has been very gratifying to learn, as we often do, of day workers that have been sent from this office in past years who have held their places for several years. A good day worker seldom needs to be sent out over ten times — many secure all the work they need from being sent to three or four homes. It has been the policy of the office to give new workers a chance because the women who have been doing day work for several years have some knowledge of such places and can get work for themselves if necessary. There is of course some risk in sending out new and inexperienced workers but on the whole they have proved more satisfactory than the day workers with too much experience.

There are four classes that the office was unable to assist last winter: the non-English speaking, shop girls, office and store workers. Of these four the most acute need was in the case of the non-English speaking. This same lack of work caused much sickness and suffering. If, as some people believe, we receive after the war a large increase in this class some method should be devised whereby we can be of more assistance. A few non-English speaking Polish women were placed in Jewish families during the winter. However, this over-supply soon disappeared and in August tobacco growers from Connecticut were diligently searching for Polish girls for field work and they are still looking for them in tobacco warehouses. In fact since August Polish girls have been at a premium and by spring the shortage will be acute.

Owing to business conditions there was practically no demand for shop or store workers and now there is no call even in the eight hour shops for girls under sixteen. An over-supply of office workers must result in any city where there are three business schools besides a large commercial high school, all running day and night.

The policy of giving the office as much publicity as possible has been continued this year. Monthly reports and statements issued showing the condition of the labor market as viewed from this office have been printed in the Springfield papers, which with news items of interest given them from time to time have helped to keep the work of the office before the public. Lists of opportunities open have been mailed to the town and city clerks in Western Massachusetts with the request to post them in a conspicuous place, in order that those out of employment and living

at a distance from the office may not only know of the existence of the office but also see what positions are open.

From the steady activity shown in the demand for help during the past few months it is reasonable to assume that business will remain good during the winter in great contrast to industrial conditions of a year ago.

The clerks in this office have given faithful service during the year, each of whom has had several years' experience in the office work. The placement clerks have become very proficient and no doubt the continued patronage of many employers is retained through their intelligent selection of help. It has been the custom not to send three or four persons to apply for a position, unless this is requested, but to select an applicant who seems to have the qualifications desired.

An additional male clerk could be used to advantage in this office so that more attention could not only be given to the higher grade positions and special applications, but also to interviewing employers and placing handicapped cases. A study should be made of manufacturing plants in this section where foreigners, especially non-English speaking, are used and requirements noted, together with names of foremen for each nationality, and then applicants sent to places where there is some chance of their securing work and special effort made where applicants are especially deserving. In order to keep the office before the large employers of help it is necessary to call on them occasionally and while the superintendent has endeavored to do this, yet his other duties and the limited office force have made it impossible for him to give this work the necessary time. Not until the office has an outside representative can the best results be obtained.

It has been a question with me for some time whether the records of applicants applying for the higher grade positions should not be looked up. If this was done there is no doubt that this office would receive many more calls for office help and men for responsible positions than are received at present. In order to do this proper blanks would have to be prepared to send former employers and unless this information was to be treated as confidential the truest report would not be received.

THE WORCESTER OFFICE: 48-52 Green Street.

WILLIAM A. McCARTHY, *Superintendent.*

Summary of Business from September 15, 1913, to November 30, 1915.

CLASSIFICATION.	YEAR ENDING NOVEMBER 30			Total
	1913 ¹	1914	1915	
Offers of positions,	1,822	7,561	10,365	19,748
Positions reported filled,	552	3,176	5,150	8,878
Persons furnished employment,	479	2,152	3,156	5,787
Persons applied for by employers, . . .	1,089	4,387	7,316	12,792

¹ Office open two and one half months only in 1913.

Concerning the work of the Worcester office during the year, the Superintendent reports as follows: —

I am herewith submitting report for the second full year this office has been in operation and at this time business conditions are the reverse of what they were a year ago. At that time there was a steady stream of applicants seeking work from the time the office opened in the morning until it closed in the afternoon and a large percentage of the men were skilled mechanics and office workers, many of whom had not been out of work for 15 or 20 years. Stenographers, bookkeepers and office clerks, who had been earning from \$12 to \$18 a week, were calling at the office during these early months. These workers had been laid off on account of lack of business and younger and lower salaried girls hired in their places. Many of the female applicants were housemaids and early in the year the supply of experienced and reliable housemaids was greater than the demand. Factories employing largely female help reported a great number of girls seeking work, much in contrast to the corresponding months in 1914 when the demand for help by these factories was far greater than the supply. At the present time these concerns are experiencing difficulty in obtaining the right kind of help.

After an investigation of the business conditions of the city, early in December, the executive committee of the Worcester Chamber of Commerce, realizing the want and suffering that would prevail on account of the unemployment of large numbers of steady workers, and believing many families would suffer untold privations before applying for aid to the city authorities or charitable associations, appointed a committee known as the Bureau of Relief and Unemployment of the Worcester Chamber of Commerce whose purpose it was to raise funds through appeals to the members of the Chamber. This committee consisted of persons, who, through their knowledge of conditions and people with whom they came in contact, would be able to find out and assist this class of the unemployed. This office was represented on the Bureau and valuable assistance was rendered regarding the type of applicants applying for work and other valuable information which could not be obtained through any other source. A number of applicants who came to the office in search of work and who, in our opinion, needed aid, were referred to the investigator of the Bureau.

With the city in the grip of the depression during the winter months, with practically every manufacturing concern reducing its forces and running only part time and housewives dispensing with their maids, the calls for help from employers and the number of positions filled showed a large increase over the corresponding period of the previous year.

The number of individual employers (2,234) calling for help during the year 1915 increased 26 per cent over the previous year (1,767). A total of 3,469 individual employers have applied for help since the office opened September 15, 1913. The number of persons called for was

7,316 (3,420 males and 3,896 females), an increase of 67 per cent over the previous year when the demand was 4,387 (1,746 males and 2,641 females). The number of positions filled increased 62 per cent, or from 3,176 (1,402 males and 1,774 females) to 5,150 (2,428 males and 2,722 females). The demand for male help increased 96 per cent, or from 1,746 in 1914 to 3,420 this year, and the number of positions filled increased 73 per cent, or from 1,402 to 2,428. The demand for female help increased 47 per cent, or from 2,641 to 3,896, and the number of positions filled increased from 1,774 to 2,722, or 53 per cent.

The number of individual persons securing positions during the year increased from 2,152 to 3,156, or 46 per cent. Of this number (3,156), 2,482, or 79 per cent, received one position, and 674, or 21 per cent, received more than one. Of the male persons (1,878) receiving work 1,583, or 84 per cent, received one position, and 295, or 16 per cent, received more than one. Of this number (1,878), 978, or 52 per cent, were native born, and 900, or 48 per cent, foreign born, and 1,127, or 60 per cent, were single, and 751, or 40 per cent, married. Of the female persons (1,278), 899, or 70 per cent, received one position, and 379, or 30 per cent, received more than one. Of this number (1,278), 676, or 53 per cent, were native born, and 602, or 47 per cent, foreign born; 755, or 59 per cent, were single, and 523, or 41 per cent, married.

During the year I have continued visiting manufacturing concerns and in nearly every instance they have become patrons of the office. Many of these firms had a false impression of the office, some believing that we catered to laborers and farm hands principally, while others thought that it was mostly housemaids who applied. Nearly all of the larger firms of the city are now calling on the office for help and it is not an unusual occurrence to receive several calls a day from one firm for different kinds of help, not only for ordinary workmen but for their highly skilled mechanics.

The first year the office was in operation there was considerable opposition from skilled workmen to registering unless there was a position to offer, but during the present year this has entirely disappeared. In order to better serve the employer and employee we endeavor to register all male applicants who have a trade. These registrations are kept in a special file for two weeks, and may be renewed at the end of that time, and when a call is received preference is given applicants who have kept their registrations up to date within the specified time and they are notified. This method is much appreciated by employers, as in a majority of cases, especially where the applicant can be reached by telephone, the employer and the employee are brought together within a few hours. During the year practically every female person applying at the office for work has been registered.

Since August the demand for common laborers has been far greater than the supply and this is due to the emigration on account of the European war. It has become the practice with some contractors to visit

the office in the morning and take whatever laborers they could obtain with them to the job. The indications at present are that during the coming year common laborers are going to be in much demand with a very limited supply. The scarcity of common labor is well illustrated in the remark of one factory manager who employs a large number of laborers and who states: "The class of laborers I am hiring at present is much inferior to those I was formerly able to get and I am hiring men this year whom, in other years, I would not consider fit to do the work." Many immigrants, who formerly did laboring work, have found their way into factories and having become proficient at certain work are earning good wages. This has been an incentive to their countrymen and now there are a large number, who immigrated within the last two or three years, seeking work in factories. This will make it still harder for the contractor seeking laborers, as it is very seldom that these men after they have gone into the factory return to outdoor work.

Along with the contractor the farmer will find his supply of help diminished on account of the war. Immigration reports show that the number of immigrant farm laborers decreased from 288,053 for the 12 months ending June 30, 1914, to 27,793 for the 15 months ending September 30, 1915. Many farmers of this section have been in the habit of engaging the newly arrived immigrant who could not speak or understand our language, but who was a good worker and could be obtained for about one-half the wages of an ordinary farm hand. These immigrants were brought into the office by a relative or friend who acted as an interpreter. They would stay on a farm at small wages until they could speak and understand English and would then demand higher wages. The small increase in the number of farm hands called for during the spring and summer months was due to an epidemic of hoof and mouth disease prevalent in this section. Farmers preferred to pay higher wages to have their help stay in preference to running the risk of employing some one who had been near an infected farm.

Early in the present year, the Worcester County Farm Bureau, an organization of farmers in this county, fostered by the officials of the Worcester Chamber of Commerce, was formed. Its purpose was to stimulate the agricultural industry of this county. The officials of the Bureau, in their visits to different sections, have been bringing this office to the attention of the farmers and advising them to co-operate with it when in need of help. While there has been no increase in calls for farm help this fall, I think, with the publicity the Free Employment Offices will receive from the distribution of the notices furnished the State Board of Agriculture, and the co-operation this office is receiving from the Worcester County Farm Bureau, farmers will take more interest in the offices and have a higher regard for them than they have had in the past.

The demand for housemaids, with the exception of the winter months, has been larger than usual. The same conditions exist with the woman

who takes the green immigrant girl and institutions that prefer this type of help, as with the farmer using the green man. With this class of help eliminated and housework girls realizing the scarcity of maids they are demanding and receiving higher wages than ever before. Housewives who formerly could afford green girls, but who cannot afford to pay the wages the experienced girls command, are now depending on a class of women known as day workers. These women are engaged for a day or two a week to do the heavy work and while they are not of as much assistance as the maid they answer the purpose as long as the other cannot be secured.

Since the office opened we have had calls from nearly every manufacturing concern in the city employing female help. There has been a noticeable decrease in the number of boys and girls between 14 and 16 years of age seeking work. Parents realize that very few positions are open for children of this age, and where they formerly encouraged them to seek work now insist that they remain at school.

The person who has shown the least co-operation with the office is the office manager in the large concern. For some reason his opinion seems to be that although the works manager receives efficient service and finds his most skilled mechanic here, persons seeking office positions prefer to receive them through other sources. We have had several calls from concerns employing considerable office help and the officials were well pleased with the service rendered.

Considerable increase in our business is due to the co-operation we have received from the newspapers. They have been very liberal in devoting space to articles covering the work of this office.

THE FALL RIVER OFFICE: 182 Bank Street.

HARRY F. DOWNS, *Superintendent.*

Summary of Business from October 1, 1907, to November 30, 1915.

CLASSIFICATION.	YEAR ENDING NOVEMBER 30									Total
	1907	1908	1909	1910	1911	1912	1913 ¹	1914 ¹	1915 ¹	
Offers of positions, . . .	513	4,269	3,355	2,826	1,925	1,961	1,595	1,267	1,068	18,779
Positions reported filled, . .	234	2,583	1,541	1,421	1,042	1,641	1,269	1,125	942	11,798
Persons furnished employment.	— ²	1,020	910	945	793	676	410	312	204	5,270
Persons applied for by employers.	379	2,951	2,130	1,922	1,640	2,240	1,956	1,462	1,172	15,852

¹ Office closed during August.

² No record of detail kept. Office open two months only in 1907.

The Fall River office, like that at Springfield, has now been in operation for eight full years. According to the records of this office it appears that in 1908 the number of positions re-

ported filled by it was 2,583; in 1909 the number was 1,541; in 1910 it was 1,421; in 1911 it dropped to 1,042; in 1912 it rose to 1,641, an increase of 599 over the preceding year; in 1913 it dropped to 1,269; in 1914 to 1,125; and in 1915 to 942. The number of persons applied for by employers, which showed a steady decline from 1908 to 1911, increased from 1,640 in that year to 2,240 in 1912, but in 1913 it fell off to 1,956; in 1914 it dropped to 1,462, and in 1915 to 1,172. The observations made in former reports regarding this office seem still to be applicable to it. A change in location was made December 1, 1915, from 41 North Main Street, where quarters on the second floor of an office building have been occupied for some time, to 182 Bank Street, a ground floor location and one believed to be on the whole more convenient for the public.

EXPENDITURES ON ACCOUNT OF FREE EMPLOYMENT OFFICES, 1915.

The classified expenditures for the maintenance of the four offices during the year ending November 30, 1915, were as follows:—

Maintenance of Offices.

	Boston	Spring-field	Worcester	Fall River	Total
Printing annual report,	\$47.18	\$23.59	\$23.59	\$23.59	\$117.95
Job printing,	234.13	159.39	135.27	34.39	563.18
Postage (inc. stamped envelopes),	220.10	138.25	195.45	46.00	599.80
Stationery and supplies,	37.99	42.38	33.05	1.30	114.72
Machine supplies and repairs,	56.78	57.30	8.25	3.00	125.33
Rent,	4,200.00	1,020.00	1,200.00	600.00	7,020.00
Lighting,	205.05	30.79	30.01	33.10	298.95
Telephone and telegraph,	561.17	206.22	108.83	75.49	951.71
Advertising,	207.91	151.10	144.09	25.14	528.24
Cleaning materials,	78.00	19.98	58.71	6.30	162.99
Expressage and teaming,	5.00	2.11	3.71	3.35	14.17
Travel,	—	—	.70	.60	1.30
All other,	46.76	8.30	19.53	49.05	123.64
Salaries (inc. janitor services),	13,177.15	4,698.45	3,728.50	1,194.43	22,798.53
Total,	\$19,077.22	\$6,557.86	\$5,689.69	\$2,095.74	\$33,420.51
Balance unexpended,					2,079.49
Appropriation,					\$35,500.00

It will be noted from the above financial statement that of the appropriation of \$35,500 for the maintenance of the State Free Employment Offices for the year ending November 30, 1915, there remained an unexpended balance of \$2,079.49. This was due, as already explained, chiefly to the leave of absence without pay granted the Superintendent of the Boston office for several months in the early part of the year and to the abolition of the position of assistant superintendent which had carried a salary of \$1,500.

CONCLUSION AND RECOMMENDATION.

I desire to renew the suggestion made in my last two reports that careful consideration be given by the Legislature to the question as to whether the present form of administration of the State Free Employment Offices should be continued, and the Director of the Bureau of Statistics, in addition to his increasing statutory duties in other directions, be required to further develop the free employment office system; or whether this jurisdiction may not under the circumstances be transferred, to the advantage of the service, to an administrative board whose field of operation seems more closely and logically allied to the problems involved than is a department whose functions are primarily statistical. The most natural department to be given jurisdiction over the Free Employment Offices would seem to be the State Board of Labor and Industries, and I therefore respectfully recommend that such a transfer of jurisdiction be made and am submitting a bill for this purpose.

CHARLES F. GETTEMY,
Director, Bureau of Statistics.

STATE HOUSE, BOSTON, December 30, 1915.

STATISTICAL TABLES.

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STATISTICAL TABLES.

TABLE I.—*Consolidated Summary of Business of the Four State Offices for the Year ending November 30, 1915, compared with 1914.*

CLASSIFICATION.	1915			1914 Totals (For Di- vision by Sex, see Report for 1914)	Per Cent of Increase (+) or Decrease (-)
	Males	Females	Totals		
Applications from Employers, . . .	-	-	28,456	26,935	+5.65
Individual Employers who Applied for Help,	-	-	10,613	10,210	+3.95
Persons Applied for by Employers, . . .	18,300	15,606	33,906	31,565	+7.42
Offers of Positions,	30,182	21,395	51,580	53,858	-4.23
Positions Reported Filled,	14,653	12,036	26,689	24,710	+8.01
Individuals for whom one Position only was secured,	6,928	3,365	10,293	10,250	+0.42
Individuals for whom more than one Position was secured,	2,048	1,963	4,011	3,394	+18.18
Total for whom Positions were secured, . .	8,976	5,328	14,304	13,644	+4.84

TABLE II.—*Summary of Business of the Boston Office for the Year ending November 30, 1915, compared with 1914.*

CLASSIFICATION.	1915			1914	Per Cent of Increase (+) or Decrease (-)
	Males	Females	Totals	Totals (For Di- vision by Sex, see Report for 1914)	
Applications from Employers,	-	-	15,130	16,438	-7.96
Individual Employers who Applied for Help,	-	-	5,402	5,812	-7.05
Persons Applied for by Employers,	9,720	8,127	17,847	19,453	-8.26
Offers of Positions,	18,238	12,294	30,532	37,117	-17.74
Positions Reported Filled,	7,646	6,845	14,491	15,724	-7.84
Individuals for whom one Position only was secured,	4,093	2,058	6,151	6,767	-9.10
Individuals for whom more than one Position was secured,	1,200	1,065	2,265	2,381	-4.87
Total for whom Positions were secured,	5,293	3,123	8,416	9,148	-8.00

TABLE III. — *Summary of Businesss of the Springfield Office for the Year ending November 30, 1915, compared with 1914.*

CLASSIFICATION.	1915			1914	Per Cent of Increase (+) or Decrease (—)
	Males	Females	Totals	Totals (For Di- vision by Sex, see Report for 1914)	
Applications from Employers, . . .	—	—	6,296	5,340	+17.90
Individual Employers who Applied for Help,	—	—	2,571	2,095	+22.72
Persons Applied for by Employers, . . .	4,496	3,075	7,571	6,263	+20.88
Offers of Positions,	6,024	3,591	9,615	7,913	+21.51
Positions Reported Filled,	3,997	2,109	6,106	4,685	+30.33
Individuals for whom <i>one Position only</i> was secured,	1,202	345	1,547	1,538	+0.59
Individuals for whom <i>more than one Position</i> was secured,	518	463	981	494	+98.58
Total for whom Positions were secured, . . .	1,720	808	2,528	2,032	+24.41

TABLE IV.—*Summary of Business of the Worcester Office for the Year ending November 30, 1915, compared with 1914.*

CLASSIFICATION.	1915			1914	Per Cent of Increase (+) or Decrease (-)
	Males	Females	Totals	Totals (For Di- vision by Sex, see Report for 1914)	
Applications from Employers, . . .	-	-	5,926	3,806	+55.70
Individual Employers who Applied for Help,	-	-	2,234	1,767	+26.43
Persons Applied for by Employers, . . .	3,420	3,896	7,316	4,387	+66.77
Offers of Positions,	5,279	5,086	10,365	7,561	+37.09
Positions Reported Filled,	2,428	2,722	5,150	3,176	+62.15
Individuals for whom one Position only was secured,	1,583	899	2,482	1,729	+43.55
Individuals for whom more than one Position was secured,	295	379	674	423	+59.34
Total for whom Positions were secured,	1,878	1,278	3,156	2,152	+46.65

TABLE V.—*Summary of Business of the Fall River Office for the Year ending November 30, 1915, compared with 1914.*

CLASSIFICATION.	1915			1914	Per Cent of Increase (+) or Decrease (-)
	Males	Females	Totals	Totals (For Di- vision by Sex, see Report for 1914)	
Applications from Employers, . . .	-	-	1,104	1,351	—18.28
Individual Employers who Applied for Help,	-	-	406	536	—24.25
Persons Applied for by Employers, . . .	664	508	1,172	1,462	—19.84
Offers of Positions,	642	426	1,068	1,267	—15.71
Positions Reported Filled,	582	360	942	1,125	—16.27
Individuals for whom one Position only was secured,	50	63	113	216	—47.69
Individuals for whom more than one Position was secured,	35	56	91	96	—5.21
Total for whom Positions were secured,	85	119	204	312	—34.62

TABLE VI.—*Summary of Each Office, Showing Volume*

	CLASSIFICATION.	Working Days	Number of Applications from Employers
1	Boston: Males,	304	—
2	Females,	304	—
3	Total,	304	15,130
4	Springfield: Males,	305	—
5	Females,	305	—
6	Total,	305 ¹	6,296
7	Worcester: Males,	305	—
8	Females,	305	—
9	Total,	305	5,926
10	Fall River: Males,	279 ²	—
11	Females,	279	—
12	Total,	279	1,104
13	Consolidated Totals for Four Offices: Males,	—	—
14	Females,	—	—
15	Total,	—	28,456

TABLE VII.—*Consolidated Summary by Months at All of the Offices, Showing*

	MONTHS.	Working Days	Number of Applications from Employers
1	1914. December,	26	1,323
2	1915. January,	26	1,256
3	February,	23	1,445
4	March,	27	2,464
5	April,	25	2,634
6	May,	25	2,661
7	June,	25 ¹	2,561
8	July,	26	2,180
9	August,	26 ²	2,515
10	September,	25	3,562
11	October,	25	3,037
12	November,	25	2,818
13	Totals,	304	28,456

¹ Springfield, Worcester and Fall River offices had 26 working days in June.

of Business for the Year ending November 30, 1915.

Aggregate Number of Persons Called for	Daily Average	POSITIONS OFFERED		POSITIONS FILLED		Percent- ages of Positions Filled of Persons Called for	
		Number	Daily Average	Number	Daily Average		
9,720 8,127	31.98 26.73	18,238 12,294	59.99 40.44	7,646 6,845	25.15 22.52	78.66 84.23	1 2
17,847	58.71	30,532	100.43	14,491	47.67	81.20	3
4,496 3,075	14.74 10.08	6,024 3,591	19.75 11.77	3,997 2,109	13.11 6.91	88.90 68.59	4 5
7,571	24.82	9,615	31.52	6,106	20.02	80.65	6
3,420 3,896	11.21 12.78	5,279 5,086	17.31 16.68	2,428 2,722	7.96 8.92	70.99 69.87	7 8
7,316	23.99	10,365	33.99	5,150	16.88	70.39	9
664 508	2.38 1.82	642 426	2.30 1.53	582 360	2.09 1.29	87.65 70.87	10 11
1,172	4.20	1,068	3.83	942	3.38	80.38	12
18,300 15,606	60.31 51.41	30,183 21,397	99.35 70.42	14,653 12,036	48.31 39.64	80.07 77.12	13 14
33,906	111.72	51,580	169.77	26,689	87.95	78.71	15

Volume of Business for the Year ending November 30, 1915 — Both Sexes.

Aggregate Number of Persons Called for	Daily Average	POSITIONS OFFERED		POSITIONS FILLED		Percent- ages of Positions Filled of Persons Called for	
		Number	Daily Average	Number	Daily Average		
1,577	60.65	2,409	92.65	1,309	50.35	83.01	1
1,468 1,772 2,768 2,986 2,995 2,977 2,581 3,137 4,349 3,818 3,478	56.46 77.04 102.52 119.44 119.80 116.96 99.27 120.65 173.96 132.72 139.12	2,279 2,796 4,197 4,527 4,591 4,699 3,940 4,816 6,325 5,575 5,426	87.65 121.57 155.44 181.08 183.64 185.01 151.54 185.23 253.00 223.00 217.04	1,192 1,460 2,160 2,347 2,360 2,418 1,981 2,388 3,269 2,959 2,846	45.85 63.48 80.00 93.88 94.40 95.08 76.19 91.85 130.76 118.36 113.84	81.20 82.39 78.03 78.60 78.80 81.22 76.75 76.12 75.17 77.50 81.83	2 3 4 5 6 7 8 9 10 11 12
33,906	111.72	51,580	169.77	26,689	87.95	78.71	13

² Fall River office closed during August.

TABLE VIII.—*Positions Secured at the Four Offices, Classified*

	CLASSIFICATION.	BOSTON			SPRINGFIELD		
		Males		Total	Males	Females	Total
1	Agricultural pursuits,	313		313	1,136	-	1,136
2	Apprentices,	146		151	10	1	11
3	Domestic and personal service, . . .	2,861		8,223	2,085	1,945	4,030
4	Manufacturing and mechanical pursuits,	3,067	1,098	4,165	441	121	562
5	Professional service, *	28	8	36	-	-	-
6	Trade and transportation,	1,230	372	1,602	267	11	278
7	Other trades,	1	-	1	58	31	89
8	Totals,	7,646	6,845	14,491	3,997	2,109	6,106

TABLE IX.—*Daily Averages of "Persons Called for" and "Positions*

	MONTHS.	PERSONS CALLED FOR					
		BOSTON		SPRINGFIELD		WORCESTER	
		1914	1915	1914	1915	1914	1915
1	December,	52	32	18	13	9	12
2	January,	57	31	18	11	9	12
3	February,	64	41	17	14	11	18
4	March,	69	50	18	27	15	21
5	April,	83	61	24	25	18	29
6	May,	87	63	31	23	23	29
7	June,	88	64	25	24	16	24
8	July,	56	52	24	20	15	23
9	August,	52	61	20	36	12	24
10	September,	69	91	23	42	18	37
11	October,	50	85	15	32	15	32
12	November,	37	74	13	32	12	29
13	Averages,	64	59	21	25	14	24

by Sex and Occupation, for the Year ending November 30, 1915.

WORCESTER			FALL RIVER			FOUR OFFICES		
Males	Females	Total	Males	Females	Total	Males	Females	Total
339	—	339	10	—	10	1,798	—	1,798
10	—	10	—	—	—	166	6	172
779	2,265	3,044	545	353	898	6,270	9,925	16,195
1,101	407	1,508	22	5	27	4,631	1,631	6,262
—	—	—	—	—	—	28	8	36
195	50	245	5	2	7	1,697	435	2,132
4	—	4	—	—	—	63	31	94
2,428	2,722	5,150	582	360	942	14,653	12,036	26,689

Filled" for the Year ending November 30, 1915, compared with 1914.

PERSONS CALLED FOR — Con.		POSITIONS REPORTED FILLED							
		BOSTON		SPRINGFIELD		WORCESTER		FALL RIVER	
1914	1915	1914	1915	1914	1915	1914	1915	1914	1915
6	5	42	28	11	10	6	9	5	3
6	3	49	26	13	8	7	9	4	3
5	4	51	36	13	11	8	13	3	3
4	5	55	42	12	20	9	14	4	4
7	5	66	51	16	20	12	19	5	4
7	5	67	52	24	18	16	20	6	4
5	5	73	54	20	19	12	18	4	4
4	3	47	42	18	17	12	15	3	3
-1	-	41	47	16	27	9	17	-1	9
5	4	50	67	19	35	14	26	4	3
4	4	42	67	12	27	13	21	4	3
4	4	32	62	11	28	8	20	3	4
5	4	52	48	15	20	10	17	4	3

¹ Office closed during August.

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